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ABSTRACT

This paper presents a partial history of some of the more relevant aspects of vocational education in the state of Hawaii from its inception in 1809 until the end of 1995. It discusses the following topics: (1) methodology; (2) general historical context; (3) national context; (4) federal legislation; (5) the first 20 years of vocational education in Hawaii; (6) contribution of the missionaries; (7) the middle years; (8) early school efforts in occupational training; (9) oral histories of the "modern period": 1960-1995; (10) the community college movement; (11) the Dorothy Moore Edlin Report; (12) the Hatanaka Report; (13) the first state master plan for vocational education and resulting legislation; (14) secondary school reactions to the Moore Edlin Report and new directions; (15) the Ikeda and Fukuda Legislative Reference Bureau's assessment; (16) state auditor's report of 1981; (17) a study of governance; (18) the problems of categorical grants and their consequences; (19) developments at the state level in 1996, and (20) recent awards and milestones. Appendices A through H contain information on financial output plans; several Hawaii State House and Senate resolutions; Acts 39, 71, and 170 enacted by the Legislature of the State of Hawaii; teacher preparation; apprenticeship in Hawaii; Overview of the Americans with Disabilities Act: Part V; and state legislation regarding vocational education in the post-World War II period. (Contains 49 references.) (AS)

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A Partial and Informal History of Vocational Education in Hawaii: 1809-1995

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With Technical Assistance Provided by
Marcia Fukuhara

September, 1998

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Preface

What follows is a partial history of some of the more relevant aspects of vocational education in the State of Hawaii from its believed inception in 1809 until the close of the calendar year 1995. It was prepared during a nine month period in 1995 on an "as time permits" basis.

At the close of the 1995 calendar year it was anticipated that new federal legislation would substantially change vocational education, at least in terms of the federal assistance program. It is now 1998 and the anticipated federal legislation has failed to materialize. Vocational education at the state level has also tended to mark time. As a consequence, it has been decided to make this paper available to the public for others to use as a spring board for a more auspicious effort once things have sorted themselves out at the federal level.

The principal investigator would have liked to have devoted more time to the effort in 1995, but this was impractical given his professional responsibilities as Coordinator of Planning and Evaluation for the State Board for Vocational Education. The interpretative analysis, entailed herein, reflects my own professional perspective at the time. This perspective has not changed subsequently. The factual information was shepherded and cross validated independently. It stands by itself and is subject to other interpretation.

The timing of this project was influenced by the fragile nature of many of the resources. For instance, some of the information gathered from oral sources might not have been available in a few years. Actually the same can be said for some of the written documentation as well. As the principal investigator discovered, many written manifestations of this history were in danger of slipping through the cracks of posterity as well. This paper

represented an attempt to provide a linear chronology of efforts undertaken in vocational education in Hawaii before the trail was lost. In doing this, it provides something of a foundation and a basis for future efforts in this area. It will need to be updated in a few years given the somewhat confused and ambivalent situation in the area of vocational education at both the state and the federal levels.

The text is designed to have a reasonable degree of readability. Many of the appendices have been included to facilitate their expedient reference for future generations.

William A. Broadbent Ed.D

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Acknowledgments

The facilitator or principal investigator who prepared this paper would like to acknowledge all of the institutions and people who assisted him in the search for documents and other hard residue that constitutes history. Many of the documents were very difficult to locate and some relevant materials could not be located either. There were also many people who provided oral history or clues to relevant documents. These people are mentioned in the text and in the bibliography.

Resource People and Assisting Agencies

It would be nice to mention all of the librarians and archivists by their proper names. However, such a procedure invariably results in someone's surname being misspelled or some other mishap that tends to offend rather than provide commendation. The author will stick to the institutional identification. The people know who they are and should take satisfaction in their creativity and technical skills.

The first institution to be utilized was the University of Hawaii's Hamilton Library. At the time of inquiry, 194 items appeared under the generic heading of "vocational education". When the descriptor "history" was interjected, only one item appeared. However, many of the other items had historical significance. The state library also proved helpful. When the descriptors "Hawaii", "vocational education" and "history" were employed in the computer search, 14 items were identified. However, most of these materials had been written by this social observer.

The "documents" section of the state library proved to have many useful materials as did the Hawaiian and Pacific Collections. It was in the latter location

that the only copy of the Volume III, Analytic Study, which set the course for vocational education at the secondary level between 1970 and 1990, could be located. Even the principal author of that document could not locate her personal copy.

The State Archives also produced many resources. The Office of the State Director for Vocational Education provided useful information in the form of audit reports, newsletters, and special reports. Former administrators of the now defunct Occupational Development Section, on several occasions searched their files for missing materials. The same cooperation was provided by the staff of the University of Hawaii Community College, Office of the Chancellor. The Educational Foundation Section of the University of Hawaii's College of Education also located materials not otherwise available. The Western Curriculum Coordination Center (WCCC) provided assistance as well.

The high schools were most helpful. The archivist at McKinley High School provided "out of print material" and illustrations that dated back to the early years of the century. In a like manner, the librarian at Lahainaluna reproduced numerous out of print materials for review. The archivists at Kamehameha Schools assisted the researcher in going through years of school newspapers.

The efforts of these dedicated professionals are greatly appreciated.

History/Technical Assistance

Technical Assistance

The author is on somewhat firmer ground with regards to those who assisted in the technical preparation of the draft. The preliminary draft was done

by Ms. Barbara Muller-Ali. The critical second draft, which survived largely intact, was done by Ms. Marcia Fukuhara. She, with the assistance of Ms. Malia Miyamoto, did an independent check of all of the references. She deserves special recognition. Several persons assisted in editing the final draft. Of major assistance in this area was the author's wife, Marilyn.

Introduction

Vocational education in early 1996 stood at a critical crossroads. The system of vocational education, at that point in time, provided instruction in 139 occupations for eleven million students each day (AVA Correspondence, 1995). Nationally, there are 15,000 secondary and 6,500 postsecondary institutions preparing students to enter or advance in the workplace. In the State of Hawaii, there are 20,788 secondary and 8,645 postsecondary students enrolled in occupationally oriented courses. Vocational education in this state was being offered at all 39 high schools, all 7 community colleges and the Employment Training Center which was operated by the state-wide community college system (Hawaii Annual Performance Report for Vocational Education: 1993-1994). Nationally about $13 billion was being spent of vocational education. The ratio of federal to state funding was about 1 to 13. Only $1 billion of the funding came from the federal assistance act. However, the prescribed expenditure patterns set by the federal legislation influenced how the states' moneys were allocated. In the state of Hawaii, approximately 5 million dollars in federal funds were being used to support vocational or occupationally oriented education. Through the Basic Grant, the Native Hawaiian Vocational Education Program administered by Alu Like received about $2 million in addition. The state's contribution was many times that, although the precise amount was not known. However, it was believed to be similar to the national pattern. Like the national pattern, the state moneys tended to be allocated and appropriated in a manner consistent with the priorities reflected in the federal legislation.

Federal assistance dates back to 1917 and the Smith-Hughes Act. The rationale behind the federal assistance program involves that fact that vocational education is generally more expensive than general education. Many people

believe that federal assistance is necessary to insure that the nation has a steady supply of skilled artisans. The federal assistance grants from 1917 to 1995 had been categorical in nature. In other words, the federal government had identified certain national priorities and had insisted that states that chose to participate in the program follow its guidelines. The most recent legislation (e.g. The Educational Amendments of 1976, the Carl Perkins Vocational Act of 1984, and The Carl Perkins Vocational and Applied Technology Education Act of 1990) had been highly prescriptive in nature. They had involved numerous social equity provisions (e.g. set-asides for the economically and academically disadvantaged, the handicapped, sex equity considerations, single parent provisions, funds for limited English speakers, and moneys for native Hawaiians, American Indians, etc.). Title II, Part C, Section 235 of the existing law told the recipient how, in very specific terms, the money could be spent legitimately. It had been the prevailing belief that this procedure would insure that all states or other eligible recipients would address national priorities in a more or less uniform fashion. State plans had been required and federal audits had been conducted in previous years to insure compliance and adherence to the goals spelled out in the national legislation.

All of this seemed about to change in 1995. It seemed highly unlikely that the Perkins Act or some variant of that legislation would be reauthorized. The Republican Party's Congressional victories in both houses on November 8, 1994 changed the political climate and prevailing legislative philosophy of the federal government. The new Republicans, who were elected to seats previously held by the Democratic Party, had proved to be more conservative than the Republican incumbents. What we had was a classic struggle between those who believe in a strong central government and those who are predisposed to leave matters of domestic policy to the states. Proposed legislation in each house had one

universal theme. If the federal assistance act was to continue, and many Republicans claimed that education should be the sole responsibility of the states, it might take the form of block grants. Both Representative William Goodling's Career Preparation Education Reform Act of 1995 and Senator Nancy Kassenbaum's Workforce Development Act of 1995 prescribed "block grants" for states. Such legislation would have left tremendous discretion to governors. It might be noted that the Republicans as of November 8, 1994, controlled the governorships in most of the larger states. Under both Republican proposals, funds would no longer have gone to a state educational agency (e.g. State Boards for Vocational Education). States would have been allowed great discretion in the use of federal assistance as long as any federal assistance continued. The writing seemed to be on the wall. Many of the newly elected Republicans would have liked the federal assistance program to be gradually phased out and eventually terminated altogether. There were even proposals being expounded by Republican presidential hopefuls to abolish the United States Department of Education altogether.

We, therefore, stood and in many respects still do stand at a watershed in the history of vocational education nationally and in Hawaii. At such times of such significant change, it seems useful to look back and reflect on what has gone before us.

There is a great deal of material on the history of vocational education at the national level. However, this social observer could only find one document pertaining directly to the history of vocational education in Hawaii. This was a history of agricultural training done in 1940 and proved of little value. He also found that many of the essential documents had become scarce or were missing. The memories of those who lived through the modern period of vocational education were, understandably, imprecise. Most of the essential documents

were eventually found but some documentation has been lost. The audit period for federal education programs is five years. It is the practice of many agencies to destroy documents that are six years or older every time they move. Unfortunately, these agencies have been physically moved frequently. For instance, the Office of the State Director for Vocational Education (OSDVE) has been moved physically at least five times in the last 20 years. With each move, some files and reports have been discarded.

Because this social observer is unsure that he, in fact, did locate all relevant material, the title of this document includes the tentative word "partial." Because the project was conducted on an "as time permits" basis, the title includes the descriptor "informal." The "document" was developed on the premise that something is better than nothing. It is not as scholarly as he would have liked. For instance, all references in the text should be treated as passim or "from the document in general." All documents cited are sufficiently brief that the serious reader would have no difficulty in locating them once he or she located the document. However, much useful information has been extracted at the eleventh hour and preserved for future historians who may build on this preliminary effort.

Methodology

Contrary to the belief held by many, history is not one of the social sciences. The social sciences tend to demand quantified data and accept only highly qualified generalizations. History is a branch of the humanities and is more closely associated with literature than economics. Various historians, using the same set of facts may come to different conclusions. They may even disagree on the veracity of historical information which is often difficult to validate. Charles Beard came up with an economic determinist theory regarding the origins of American constitutional government. It was at substantial variance with the prevailing views of the time. His interpretation was, in turn, challenged by a clever doctoral candidate. History is simply more imprecise and subjective than social science. Many would argue that it's also more fun and a lot better reading. This effort is historical in methodology and in many respects anthropological. When you have to resort to going through cardboard boxes found in a garage to find documents that might be more appropriately displayed in libraries, you have reached a different level of social inquiry.

Historians place a heavy reliance on libraries and archives. The graduate library of the University of Hawaii was first consulted. Using the descriptors "vocational," "history," and "Hawaii," only one item was found. As previously mentioned, it had to do with an obscure history of agricultural education in Hawaii written in 1940. That did not prove of great value. When the descriptor of "history" was dropped, 194 items were identified. Most of these had to do with prescriptive essays, curriculum guides, suggested teaching techniques, and descriptions of contemporary programs. Some of this material was useful. The State Public Library was also consulted. Here 14 items were found. However, most had all been authored by this social observer. The State Archives were also

consulted. Here several other relevant materials were located. The files of the State Director for Vocational Education were reviewed. Many useful documents were found lurking on the shelves. The files of the Department of Education's Occupational Development Section and those of the University of Hawaii's Office of the Chancellor for Community College were also consulted. The collection of the Western Curriculum Coordination Center was also perused. The librarians of Lahainaluna High School, the oldest high school in the state, and McKinley High School, the oldest school on Oahu were consulted. Both of these high schools were leaders in the area of vocational education. The resident historian in the Social Foundations Department of the College of Education of the University of Hawaii was also consulted. He provided many useful materials including a yet-to-be catalogued Master's thesis that had relevance.

Oral history was also used. Many former vocational education administrators were interviewed with good results. They often made reference to materials that proved useful but difficult to access. As mentioned before, there is a tendency for educators to throw out anything that is over five years old (the audit requirement) and this is particularly true for agencies that are involved in a move. This makes the business of moving easier but it results in the loss of a lot of "historical residue." A review of the minutes of the State Board for Vocational Education was not particularly fruitful as that body usually only addresses "action items" in their records. The minutes of the Vocational Education Coordinating Council proved more useful. Newsletters tended to reveal that much of the information contained therein had been taken from national publications and did not reflect concerns and issues at the state level. Audit reports were also examined with good result.

It should be acknowledged again that not all relevant material could be located. Many of those who might have contributed to the oral history component had passed on. The Principal Investigator feels he was fortunate to have located as many resources as he did. As has previously been mentioned, like all histories, his interpretation is subjective and subject to other analyses, and other interpretation.

The General Historical Context

If one is interested in the "modern" origins of vocational education, it is probably necessary to go back to Rousseau. He was a radical in many respects. He despised the idea of property, arguing that civilization was flawed from the time someone enclosed a piece of land and claimed it was his (gender was not a factor in his century) and other people were foolish enough to believe him. In his view, no man or woman makes "land." He also had pronounced views on education. The prevailing view in his day was that a study of the languages, literature, and history produced a disciplined mind. Interestingly enough, the generic aspects of mathematics and science have never been considered essential for a person trained in the "letters" and "arts." Many persons who acquired advanced degrees in such practical things as electrical engineering have discovered that their no-nonsense course of study has proved of little use unless there was a menace of war. The collapse of the Cold War did much to undermine their highly technical education which seemed, at one time, to provide so much promise in terms of material well-being.

Rousseau was very blunt. "I hate books," Rousseau wrote, "they merely teach us to talk of what we do not know." According to Beck (1942), Rousseau's ideas were considered so anti-intellectual that he was forced to leave France to avoid arrest for being, what might be considered as being "politically incorrect." However, his chief contribution to pedagogy and vocational education was his belief in the importance of "experiential learning." In his most noted educational work, *Emile*, he argues that people learn better and more thoroughly if they experience things they are seeking to learn through hands-on activities. According to Rousseau, if a student touches a hot stove, he is more

likely to feel that such behavior is unwise than he would if the concept were explained through lecture or a print medium.

While vocational educators have argued that lecture and demonstration are useful, they have tended to feel that any new concept or skill was best confirmed through some sort of "hands-on" experience.

Unfortunately or not, depending on your ideological or pedagogical persuasion, early efforts to promote "vocational education" in the United States were perceived by many as a devious mechanism to produce a perpetual class of workers who would be generally obedient and would not aspire to any higher status in life. The members of Chicago's Commercial Club advocated vocational training because it was necessary if we were to compete effectively with Europe's comparatively sophisticated apprenticeship systems.

According to Beck the beginnings of the federal assistance program to vocational education are the primary responsibility of D. Snedden. In the view of this University of Minnesota scholar, he was far more influential than the more prolific John Dewey.

From the turn of the century, there has been a semantic battle over the terms "education" and "training." Some professional educators have argued, with something less than success, that there is a distinct difference between the two concepts. However, the distinction is blurred in many people's minds, particularly Congressional Republicans of the 1990s. In general, we consider preservice studies, undertaken prior to employment as "education." Retraining or remediation, once one has been employed, is perceived as "training." "Training" or "retraining" is seen as the purview of Department of Labor programs. According to Congressman Steven Gundersen, retraining adults (e.g. Jobs, JTPA,) is not cost effective. According to his data only about 20 percent of

people in "retread programs" effectively achieve career status that can be considered satisfactory.

One of the dilemmas facing advocates of vocational education or training is the American desire to have a common high school experience. The post classic literature, which includes contributions of the likes of luminaries such as de Toqueville, has stressed the belief that schools "should be dedicated to the proposition that every youth in these United States — regardless of sex and/or economic status — should experience a broad and balanced education. This education should equip him or her to enter an occupation suited to his abilities and offering reasonable opportunity for personal growth and usefulness." This is according to Beck. The so-called comprehensive high school curriculum that evolved in the twentieth century appeared to accomplish this task through the medium of the now, much maligned "general education curriculum" However, it did not accomplish the essential task of creating a parity of esteem between vocational and academic curricula. "Vocational education," as it was interpreted by school administrators, generally remained at the bottom of the curriculum. On the other hand, "college preparation" has been perceived as being superior in terms of prestige. Where conscientious efforts have been made to increase the status of vocational education, the result has usually been the same. Vocational education either looms as an alternative track or is viewed as being an "elective" having a crafts orientation.

The National Context

According to Melvin Barlow (1981), the history of Vocational Education in the United States can be traced back to 1906 with the creation of the National Society for the Promotion of Industrial Education. However, we know that at least in Hawaii the antecedents go back much further. Lahainaluna High School dates back to 1828 and was, and to some extent still is, a vocational high school. McKinley High School, the oldest public high school on Oahu also has a venerable history in the area of occupationally oriented education. The beautiful trees that line the picturesque mall were actually planted by a student studying agriculture. Today the school and its stately mall are considered a historical landmark.

However, the national perspective must be considered first before a discussion of Hawaii's experience in this area can be treated.

The National Society for the Promotion of Industrial Education had as its two basic purposes the education of the lay population relative to the need for industrial education and the necessity of obtaining federal funding to support this effort.

Perhaps the best expression of the need for educating students, who were inclined to favor technical subjects, can be found in the Fourth Biennial Report of the Superintendent of Public Instruction, 1870-1875, produced in California. The State Superintendent wrote "We shall be a poor and dependent people so long as we import from abroad all of those articles of consumption which require the highest order of skilled labor in their manufacture...."

John Hays, a prominent educator of the same period admonished school boards to hire mechanics and encourage them to erect their shops close to the

school house, and thus afford every student **who felt so inclined** [our emphasis] the opportunity of learning these useful trades."

World War I provided the additional emphasis for developing instructional mechanisms to produce a skilled group of artisans. Americans found that nations, such as Germany, with their sophisticated youth apprenticeship programs could produce weaponry more proficiently than we could.

John Dewey, who was more effective as a writer of pedagogical material than he was as a teacher, argued that all education should be organized around occupational subjects. People still contest the logic of his pedagogical philosophy and approach. According to some, Dewey had discovered a viable and superior alternative to traditional, classical education.

Others tend to perceive of his work somewhat more cynically. Dewey was impressed by the school system in Gary, Indiana. This school system was essentially designed by the largest employer in the community, which happened to be a steel company. That company employed a large number of Eastern European immigrants. In the view of the critics of the Gary School Board, its members wanted to produce an educational system that would provide children with the skills to do basically what their parents did. The girls would be taught homemaking and the boys taught skills and attitudes necessary for the type of factory work their fathers performed. The society would be provided with a basically passive work force of semi-skilled factory workers that lived in stable family settings. Dewey's praise for the Gary System is found in his book Schools of Tomorrow.

Dewey lost his fight to displace the classical curriculum for most children and replace it with an instructional approach organized around education through occupations.

Congress, in passing the Smith-Hughes Act of 1917, decided that there would be alternative opportunities available for children predicated on their personal proclivities and preferences in learning styles. However, in practice it would essentially be a two track system.

Advocates of block grants to vocational education and revenue sharing should be reminded that the Smith-Hughes Act was actually a grant in perpetuity. At least this is Dr. Melvin Barlow's interpretation. (Barlow, 1981) This first federal assistance act provided for the general promotion of vocational education for those who desired and could benefit from skilled technical training. It provided for cooperation with the states in the preparation of teachers of vocational education subjects and the **regulation of expenditures of a categorical nature** [our emphasis]. The Smith-Hughes Act was very specific regarding the intention of the legislation. It was designed to prepare a substantial portion of the workforce for skilled and well paid employment. Almost 14 percent of the funding was appropriated for teacher training. A Federal Board for Vocational Education was created as an independent entity responsible to Congress. By the end of the 1917-1927 decade vocational education was serving nearly one million students. In order to participate in the federal assistance program a State had to (1) create a State Board for Vocational Education, (2) prepare a State Plan demonstrating how federal funds would be used, (3) prepare an Annual Report to demonstrate accountability, and (4) use the money for schools under public control.

Vocational education might well have been better served if the Smith-Hughes Act had been left alone. However, over the next 78 years Congress incrementally added to the legislation whenever it appeared that some national need existed that vocational educators could possibly solve. In 1929 it passed the George-Reed Act which provided money for agriculture and home economics.

These areas evidently appeared to be in need of special attention. In 1934 Congress approved the George-Ellzey Act. This time the federal assistance act divided up the money, more or less, equally between agriculture, home economics, and trade/industrial education. However, the general provisions of the Smith-Hughes Act generally prevailed in this more expansive legislation.

This was followed by the George-Deen Act of 1936. This new Act, like the original Smith-Hughes Act, was a **continuing statute with no expiration date** [our emphasis again]. Besides the well established authorizations for agriculture, home economics, and trade and industrial education, it identified a new area for federal financial assistance. There was to be support for "distributive education," which to most of us is another word for things more popularly referred to as marketing and retailing.

By 1937 the enrollment of vocational education had reached 1,500,000 students. Clearly occupationally oriented education or, to use the increasingly archaic term "vocational," was meeting the educational needs of a good number of students.

It is not adequately recognized but the war effort from 1942 on was largely supported by federally assisted occupational training. As early as 1938 the Office of Education had begun to consider, in earnest, the capabilities of "vocational education" for waging a possible war. According to Melvin Barlow, a survey in 1939, which is difficult to access, demonstrated that more then 1,000 schools in the country could produce an immediate training capacity of 50,000 skilled workers and artisans. By 1940 hundreds of schools with occupational training capabilities were generating 75,000 skilled technicians capable of meeting the needs of a major war effort. How soon some people forget.

Vocational educators continued to respond to the incremental demands of Congress. In 1956 Congress approved the Health Amendments Act. This law

was designed to overcome a shortfall in the production of nurses. Again in the same year Congress passed the Fisheries Amendment. Vocational educators would now train people to fish. If the holistic nature of preservice occupational education was lost, no one seemed concerned. In fact, at the height of the Cold War, Congress once again asked those skilled in training artisans to come to the aid of their country. The National Defense Act Title VIII authorized the expenditure of a great deal of money to support programs for the development of highly skilled technicians in recognized occupations necessary to national security and defense.

Some coherence was achieved in 1963. For many members of the American Vocational Education Association, this represented the high water mark of occupationally oriented education. The Vocational Education Act of 1963 represented their fundamental philosophy. This Act, unlike its successors, focused on providing assistance to any **interested individual** seeking training and/or preparation for highly skilled work having industrial implications. The Act designated six purposes for which federal assistance funds could be used. These were: (1) vocational education for persons attending high school, (2) occupational education and preparation for individuals who had left high school who desired to enter the labor market in a skilled capacity, (3) supplementary occupational education for persons who had already entered the labor market but who sought to upscale their skills, (4) special occupational training for persons who were having difficulties in life due to a disability or socio-economic disability, (5) construction of area vocational education facilities for communities that desired such special interest institutions, and (6) ancillary services in such areas as teacher training and evaluation for accountability purposes.

Educational amendments passed in beginning 1968 addressed social equity issues that had little to do with the training and perpetuation of a skilled cadre of

artisans. The amendments were inordinately detailed and cumbersome to administer. There were categorical provisions involving such diverse areas as state plans, research, exemplary programs, residential vocational education, consumer and homemáking education, work study programs, and curriculum development. The federal assistance program became increasingly cumbersome and difficult to administer.

The Educational Amendments of 1976 (P.L. 94-482) saw occupationally oriented education ensnared in issues which had very little to do with the original mandate. There was unprecedented lobbying by special interest groups, whose goals were well intended, but ultimately detrimental to the creation and perpetuation of a skilled work force. Vocational education was seen primarily as a mechanism for achieving social equity and redressing perceived injustices of the past.

Suddenly, people involved with occupational education programs were no longer dealing with individuals. They were required to address the needs of groups. Major attention was directed at meeting the needs of the handicapped and the disadvantaged (both economically defined and academically deficient). There were also to be moneys set aside for limited English speakers and for programs designed to alleviate gender inequity. Some people questioned whether vocational education was the best mechanism to achieve progress in these areas. However, the law was the law and ineffective lobbying hurt the cause of those who saw the law primarily as a mechanism for "program improvement." The set-asides in the basic grant didn't look that bad. There was to be a categorical grant to the handicapped population of 10%, and for the disadvantaged, if they could be identified, a specific appropriation of 20%. Most of the rest of the federal assistance grant could go to improve existing programs.

(Summary of the Proposed Hawaii Five Year/Multi-Year State Plan for the Administration of Vocational Education, 1982.)

If vocational educators were not prepared for the amendments of 1976 (P.L. 94-482), they were even less prepared for the legislation of 1984. The Carl Perkins Act of 1984, P.L. 98-524 was even more prescriptive with regards to social equity issues almost to the exclusion of the needs of regular students. However, it claimed to meet everyone's needs as described in the Federal Register. It is paraphrased below in the past tense. One correction has been made regarding the date of the Law described as being "Replaced."

> The Carl D. Perkins Vocational Education Act ("Act"), which was signed by the President on October 19, 1984, continued Federal assistance for vocational education through fiscal year 1989. While the Act continued both State and national programs of vocational education, it replaced the Vocational Education Act of 1963 and arrayed the Federal involvement in vocational education around two broad themes. First the Act was intended to make vocational education programs accessible to all persons, including handicapped and disadvantaged persons, single parents and homemakers, adults in need of training and retraining, persons participating in programs designed to eliminate sex bias and stereotyping in vocational education, and incarcerated persons. Second, the Act was intended to improve the quality of vocational education program in order to give the Nation's workforce the marketable skills needed to improve productivity and promote economic growth.
>
> The programs authorized by the Act reflected these two themes. The State Vocational Education Program had two major components, the basic State grant and the Special Programs authorized by Titles II and III of the Act, respectively. The basic State grant comprised the Vocational Education Opportunities Program, which represented fifty-seven percent of the funds available for program under the basic State grant, and the Vocational Education Improvement, Innovation, and Expansion Program, which represented forty-three percent. Under the Vocational Education Opportunities Program the States had to use funds for vocational education projects for handicapped individuals, disadvantaged individuals, adults in need of training and retraining, single parents and homemakers, individuals who participate in projects designed to eliminate sex bias and stereotyping, and criminal offenders who are serving in correctional institutions. Under the Vocational Education Improvement, Innovation, and Expansion Program, the States had to use funds to

expand, improve, modernize, or develop high quality vocational education programs, and are given a broad variety of program choices to accomplish these purposes.

There were five Special Programs under the State Vocational Education Program, each funded from a separate State allotment:

(1) State Assistance for Vocational Education Support Programs by Community-Based Organizations;
(2) Consumer and Homemaking Education;
(3) Adult Training, Retraining, and Employment Development;
(4) Comprehensive Career Guidance and Counseling; and
(5) Industry-Education Partnership for Training in High-Technology Occupations.

(Federal Register / Vol. 50. No. 159 / Friday, August 16, 1985 - corrected and changed to past tense.)

In the required State Plans, the various states had to guarantee that 10% of the basic grant would go to the handicapped. In some cases, such as an automotive laboratory, an instructor had to hover over mainstreamed students with handicaps to prevent an accident from happening. Understandably less attention can be directed to the general student population.

For various reasons the problems of identifying students with economic disadvantages were hard to address. People, particularly adolescents, are reluctant to discuss or reveal the income and economic life style of their families. The criteria provided by the federal government proved insufficient. It was much easier to identify students who were "academically disadvantaged."

Suburban high school and junior college districts were much more proficient at this process than inner city school districts. Because of their more advanced monitoring and accountability systems, money tended to be awarded to the suburban school districts at the expense of inner city youth for which Congress had evidently sought to target.

Congress reacted with the Carl Perkins Vocational Education and Applied Technology Act of 1990. In this Act, virtually all of the money in the basic grant was designated for "special populations." In other words preference in the federal assistance act to vocational education was given to the poor, academically deficient, those non-proficient in the national language, pregnant teens, or a person seeking to enter a profession non-traditional to their gender. For some, this emphasis made it difficult to pursue the objective of program improvement in the delivery systems designed for regular students. The law also came with the requirement for what many felt was a self-validating needs assessment.

The Congressional election results of November 8, 1994 were in part a reaction to this mentality. The new Congressional majorities appear to be saying that, if there was to be any additional federal assistance to preservice, occupational training, let it be the purview of each individual state. Goals 2000, passed in 1994 and which would have provided guidelines for a national curriculum in occupational training, appears threatened. The School-to Work initiative also passed in that year with bipartisan support also appeared to have little Congressional support after the 1994 elections.

Representatives William Goodling and Steve Gundersen seem inclined to displace present national legislation with their CAREERS program H. R. 1617. This involves a block grant to each state for vocational education assistance. Such an approach is similar to the revenue sharing programs of the Nixon administration. Revenue sharing proved to provide little in the way of accountability and direction. It was ultimately discarded.

Other Federal Legislation Having a Bearing on Vocational Education

Other federal legislation having a bearing on vocational education include:

(1) The Education of the Handicapped Amendments of 1974 include "mainstreaming" and "least restrictive environment" requirements for public institutions.

(2) The Education for All Handicapped Children Act of 1975, P.L. 94 - 142 requires the preparation of an Individual Education Program (IEP) for each handicapped student in both general and vocational programs.

(3) The Civil Rights Act of 1964, Title VI prohibits discrimination on the basis of race, color, and national origin.

(4) The Educational Amendments of 1972, Title IX, prohibits discrimination on the basis of gender.

(5) The Rehabilitation Act of 1973, Section 504, prohibits discrimination on the basis of a handicap.

(The Office for Civil Rights Guidelines require the State Board for Vocational Education staff to review State policies and procedures, review programs and activities, administer the civil rights compliance program relative to recipients and subrecipients, provide technical assistance, and write the annual report.)

(6) Americans with Disabilities Act of 1992 gave primacy to the handicapped in all social programs. The needs of the handicapped were to be met before other considerations.

(7) Age Discrimination Act of 1975.

The First Twenty Years of Vocational Education in Hawaii

According to Reverend W. D. Westervelt, vocational or occupational education preceded the arrival of the missionaries. The first vocational educator was Archibald Campbell. In 1809 he proposed the enterprise of teaching the natives to weave cloth. (Westervelt, 1912)

However it was the Bingham family that started the first school for children of foreign birth in 1820. It is not known if their intent was to assist young people in obtaining skills necessary for employment. The evident intent was to perpetuate the ministry. For some people, that would constitute occupational training. As Westervelt acknowledges, few people had done much to formalize education in the traditional sense until the arrival of the missionaries. A few anthropologists have suggested that native Hawaiians had used a type of an apprenticeship system to teach young people the native arts of healing, hula, and other skills. These observations are probably essentially correct evaluations of the traditional system of occupational training.

What followed was what some Hawaiian activists would call cultural genocide. What the missionaries were essentially trying to do was to instill Hawaiians with Calvinist virtues. They wanted to introduce the "work ethic" and other attributes associated with manual labor that they felt were necessary to achieve salvation. It is interesting to note that, while foreigners had visited the "Sandwich Islands" for thirty years, no one bothered to create a formal school system that would teach the natives any of the skills they would need to compete in the international arena. Then, the missionaries came along.

One of the first vocations to be taught was printing. The printed word was considered essential if the missionaries were to be effective in spreading the faith. In order to do this, the missionaries had to invent the written Hawaiian

language. As originally conceived it consisted of about 16,000 words. The language now has about 25,000 written words. The first printing dates back to 1822. An "ABC" book became the first primer. By 1825 there were over 20,000 copies of this primer in circulation.

The Contributions of the Missionaries

It is somewhat surprising that no doctoral dissertation has been done at the University of Hawaii that addresses the history of vocational education. Perhaps this brief paper will be the impetus for some promising scholar to do a more technically precise work in this area. However, two masters theses have apparently been prepared in the general area. According to Lawrence Inaba (Inaba, 1995) one was prepared by an instructor named Gerald Grover sometime after 1960 and before 1970. However, the principal investigator could not find any trace of it in the University of Hawaii graduate library. Mr. Grover, a former professor at Brigham Young University at Hawaii, has since moved to the mainland and has reportedly retired.

The second is a recent work completed in May, 1994. It was done by a Ms. Vivian L. Little and is entitled " 'Straighteners of Crooked Places': Work, Faith and Moral Uplift in Hawaiian Missionary Education, 1820-1900." The relevance of her paper for any history of vocational education in Hawaii is her rather well documented contention that early missionaries felt that "manual training" was an essential element to the salvation of native Hawaiians. This is consistent with Reverend Westervelt's view.

According to her view, the missionaries aimed to instill Hawaiian children with the Yankee-Protestant moral values of self-discipline, industriousness, punctuality, and piety. She contended that their boarding schools at Hilo and Lahainaluna pursued this aim through a curriculum of academics and manual labor designed to toughen the will, expand intellectual capacity and enhance the self-reliance of their native students. According to Little, "civilizing" Hawaiians meant imposing a work ethic on them. Early missionaries placed a heavy emphasis on inducing their students to accept

"conformity to a work standard." Labor would provide the foundation for the redemptive, character-building education considered essential for salvation. Hence their private schools or academies always involved some instruction in appropriate work skills and behaviors. In Little's analyses "...the fastest way to change Hawaiian attitudes was through improving the Hawaiian standard of living through vocational training in vocations practical in New England."

The Middle Years

Perhaps the best coverage of the history of education for the years 1840 to 1940 was done by Benjamin Wist. He published his history before the outset of World War II and was for a time Dean of the "Teachers College" of the University of Hawaii. The principal buildings of the contemporary College of Education were named for him. (Wist 1940). Wist was a "Progressive Educator" and fond of the work of John Dewey. He wrote enthusiastic things about John Dewey's 1898 visit to Hawaii.

According to Wist, there was an educational revival in the 1890s. One of the aspects of this revival was the "...increased attention to the various branches of vocational education, as well as attention to art and music."

He quotes a section from a book, which has since become scarce, written by a Mary H. Krout. In that book, she examined the prevailing view of many businessmen of the time. "Education has had the same effect upon the Hawaiian that it has had upon the natives of India and the Maoris of New Zealand." In the view of business leaders, it had made "...them unwilling to work at manual labor; and the law, which they prefer to follow, with the limited number of clerkships at their disposal is hopelessly overcrowded." Businessmen reportedly felt that there were already too many clerks and not enough blue collar workers.

Wist was critical of administrators such as Superintendent Henry Kinney who served prior to the First World War. Kinney stressed "basics." However, Wist credits Kinney with providing the conditions that allowed the Territory to participate in the first federal assistance act — the Smith-Hughes Act of 1917. According to Wist, the Smith-Hughes Act provided the motivation necessary to provide shop and agricultural classes. Wist implies that, without federal assistance, the schools would never have diversified their curriculum.

Wist suggests that the blossoming of such private schools as Punahou and Hanahauoli undermined the development of standard English schools in the public sector. He notes that Stevenson Intermediate School and Roosevelt High School were the only symbolic commitments designed to emulate the conditions provided by the private sector.

The most telling part of his history is his rather detached review of a "survey" of educational needs commissioned by Governor Lawrence Judd. The report was terribly condescending. It stated in part "...at present time large numbers of students in the secondary school years are spending their time with little profit...in attempting to do work ill-suited to them or evading tasks that demand hard work and continuous effort.... Furthermore many parents seem to rely on the hope that by spending many years in school their children will automatically gain both high social and economic standing.... We feel that the continuation or expansion of such a scheme of schooling will lead great numbers of youth to build up ambitions and aspirations that are predestined to frustration." Wist, unfortunately, did not offer any comment other than to suggest that the commission was dissatisfied with the existing curriculum.

The commission went on to conclude that: "The industries of Hawaii were predominantly agricultural and in them were the greatest opportunities for employment." Wist did conclude that the people who conducted this "scientific" survey were probably influenced by the fear that the secondary school movement might harm the agricultural industry which depended on cheap labor for its survival and prosperity. He also suggested, tentatively, that the plantation owners also feared that the expansion of secondary education might have to be financed by them. That would make the cultivation of sugar and pineapple less profitable. He later acknowledges that Dr. Charles Prosser of the Dunwoody

Industrial Institute Of Minneapolis had probably reached his conclusions before he initiated his "research."

The Judd commission recommended expanding the pre-vocational and vocational training particularly in agriculture in the elementary and junior high schools of the Territory. In other words "vocational education" was to be used to perpetuate a cheap semi-skilled work force largely at the expense of young peoples' aspirations. Vocational education in Hawaii suffered a black eye from this perceived motivation from which it has never quite been able to exorcise.

The authors of the "study," embellished their stereotypical view by reporting that "...secondary education is beyond the grasp of a large bulk of Hawaiian youth, leads them into white-collar vocational expectancy, and is harmful to industrial prosperity." The commission reported that "...too many of Hawaii's youth were going to college — youth for whom college education would prove a deterrent rather than an asset in adult life."

As we have seen, some scholars maintain that vocational education began in Hawaii at the beginning of the 19th Century. Others who were interviewed felt that vocational education was not systematic until the 1970s. In Wist's view, ..vocational education was non-existent in Hawaii before 1925. In his view, the Hawaiian Legislature's acceptance of the provisions of the Smith-Hughes Act in that year signaled the beginning of systematic instruction in vocational subjects. This, according to Wist, allowed for the coherent development of vocational instruction at the secondary and subsequently the postsecondary level. Others would argue that the comprehensive curriculum would have to wait for the Kosaki and Kudo reports with their recommendations in the sixties and seventies.

Early School Efforts in the Area of Occupational Training

Lahainaluna High School

Lahainaluna High School is alive and well today. Lahainaluna High School, founded in 1828, is the oldest vocational school west of the Rocky Mountains. It is sited on a semi-arid hillside above the anchorage of Lahaina. Some Hawaiian anthropologists claim that the anchorage, which is protected by the islands of Lanai and Kahoolawe, was the place where the first settlement of Polynesians immigrating from the South Pacific took place. What is documented is the fact that it was a popular location for ships of the whaling industry and a place for the general merchant fleet to refurbish during the early part of the 19th Century.

Vocational educators frequently describe Lahainaluna as the first secondary school which had a vocational purpose. However, that is not entirely accurate. Its founding appears to have been designed to perpetuate a learned clergy. Elmer Anderson, who prepared an article that appeared in the publication "Lahainaluna High School, 150th Anniversary Commensurate," (1981) suggests that the preparation of teachers may have a secondary objective. However, it soon became apparent that not all of those selected for attendance were preordained by nature or inclination to be theologians or teachers. There was also the practical necessity of using students to provide the basic dietary requirements of the enrollees. It was also necessary that they participate in the construction of physical facilities and maintain the same. C. A. McDonald, who served as the headmaster or principal teacher of the school from 1903 to 1923 described the high school as a Vocational-Trade School. He commented, with a large degree of pride, that students had constructed cottages, a blacksmith shop, barns, and "servants quarters." His account explains that students, by the time he

served at the school, were raising chickens, rabbits, and tending bees. The industrious boys also installed a hydro-electric plant to provide power to the shops and illumination to the school in general. It takes no great student of history to appreciate that such a technological marvel was at the cutting edge of industrial know-how at the time. In keeping with the evolution of the state's economy the school began to train students in the cultivation of sugar cane in 1909.

According to C. A. McDonald, the purpose of Lahainaluna was and would continue to be to "...provide manual training." This manual training "...was to fit the lads to earn a living in the conditions existing in Hawaii." This was done through the auspices of a print shop, a carpenter shop, a paint shop, and agricultural barns.

He also described his efforts to promote bookkeeping, auto repair, and cane field cultivation. If the term "manual training" seems abrasive to the contemporary reader, it's understandable. However, at the turn of the century, the term may not have had the connotation of semi-skilled, hard physical labor that it does at present. In any case, at the turn of the century, Lahainaluna had shifted its pedagogical focus from training persons in theology knowledge and/or classical subjects to preparing people for skilled occupations of a less ethereal nature.

By the 1930s, the barren hillside where the school had been started had been transformed by the student body into a "delightful spot" with lots of trees flowers and shrubs. This was the situation as described by one of the school's many historians, Ms. M. Vinton. In a 1931 article, she reported that the "salubrious campus" was surrounded by cultivated farm lands tended by students as part of their overall education. The farms, which the school depended on rather heavily for sustenance, enrolled more than 100 boarding

boys. She mentions that mechanical drawing had become a popular subject. The passage of the Smith-Hughes Act in 1917 had allowed for the development of a sophisticated home economics program for girls. The Future Farmers of America is predominately mentioned in her period piece article.

In another period piece written by Wallace Nakamura, it is reported that by 1956 a new shop building (we would probably prefer the term "laboratory" today) had been erected for machine technology, carpentry, and automotive technology. There is also mention of new facilities for instruction in business subjects. An illustration shows "boarding boys" being instructed in the use of what is described as a D-2 Caterpillar earth moving device.

In the 1960s, the community of Lahaina and adjacent areas began another epic transformation. The large pineapple factory was closed in deference to third world competitors. However, the first major luxury hotel complex opened and ushered in a new economic era. Lahaina town began to take on the aspects of an adult Disneyland. The curriculum of the high school, overlooking the delightful anchorage community, also began to adjust. More highly skilled business subjects, necessary to support the tourist industry, were gradually offered.

The school today remains remarkably unique. Over one hundred students still board. They still come from all parts of the state. "Work based learning" is nothing new to Lahainaluna. Boarding students still start work on some aspect of the campus's economic complex every morning. Students work for a furious hour at the break of day. Most of them are assigned to some agricultural activity. Students then change into "school clothes at about 7:00 a.m. At about 2:00 p.m., the boarders finish their formal class work and return to "work based learning." The boarders also still continue to do most of the maintenance on their living facilities. "School-to-Work Transition" is no novel

idea to boarding students at Lahainaluna. It has been a reality for decades. Anyone who doesn't pick up the work ethic doesn't stay long. Most stay long.

Hilo High School

The Hilo Boarding School was founded in 1836 by the Reverend David Lyman as a "manual arts" school for boys. It also served as a preparatory academy for students with a theological bent who intended to go on to seminary at Lahainaluna School. The school consisted of grass huts. These traditional shelters were flanked by the homes of the missionaries of a New England design, and a dispensary.

Hilo High School was the second public high school established in the Hawaiian islands. It was not built until 1905. In the 1920s the secondary school began to emphasize vocational subjects. The automotive mechanics program was well established by 1925.

McKinley High School

As previously mentioned, McKinley High School is the oldest high school on Hawaii's most populous island, which is Oahu. It counts among its illustrious alumni Senators Hiram Fong, Daniel Inouye, and Governor Ariyoshi. Other alumni are well represented in the fields of law, medicine and the clergy. The story of this institution is found in part in a publication entitled A Hundred Years: McKinley High School, 1865-1965. The antecedent institutions, for which there is a direct and discernible tie, go back much further. The institution, which was for many years Oahu's only high school, has had other names and campus locations.

Lawrence Fuchs, who wrote a work of note entitled Hawaii Pono provided the following description:

"McKinley High School became a symbol. To some it was Tokyo High, where children of Hawaii's immigrants were filled with ideas unsuited to island life. To thousands of school children on Oahu, it was a symbol of hope. To mainland educators, it was a monument to progressive ideas."

A visitor from the Frick Foundation in Pittsburgh reported in 1931 that, "Outside the United States on the Continent, the best thing surveyed educationally was McKinley High School."

While such praise seems a bit fulsome today the essence was probably to a large extent accurate .

Vocational programs were an integral part of the curriculum from the time the school moved to the King Street site. It is difficult to perceive of this school, which is now located in an urban area (mid-way between downtown Honolulu and Waikiki) as a center for agricultural education, but it was. There was a "farm" on the campus and to some extent it still exists. It has been complemented with a limited number of aquaculture ponds. As mentioned before, it was an agricultural student that planted the trees that line the well-recognized mall of McKinley High School that fronts King Street. He probably had help.

Other programs that flourished during the years on the new King Street campus were carpentry and furniture making. One of the most interesting programs that persists to this day was printing. McKinley High School's Pinion remains one of the few secondary school papers that is printed and distributed daily. At one time its presses were "state of the art." However, there is a tendency in all programs having extensive equipment requirements to allow the machines, purchased for the original program, to persist long after they have reached obsolescence by industry's standards.

Today the school offers programs in agriculture, grounds maintenance, ornamental horticulture, business, marketing, child care, health, food service, electronics, automotive, and graphic arts. (The Vocational Education Plan for Hawaii; FY 1995-1996) The curriculum is holistic in that it includes college preparation, vocational programs, and the (sometimes much maligned) general education option. It also has a flourishing Career Academy in the area of finance. The school continues to serve a large number of immigrants to this day. However, today the mix is far more cosmopolitan.

Kamehameha Schools

The original name of the first school sponsored by the Bishop Estate was actually called the Manual Training School for Boys. It was intended to be a vocational school. The estate, that administers the school, owns about ten percent of the land in Hawaii and has other investments elsewhere. It is estimated that the endowment is approximately $140,000 for each student. That makes it the richest school and/or college not only in the United States but, perhaps, the world. The campus covers an entire hillside and some people have said that it makes Stanford University look like a bit shoddy.

After experimenting with a "lottery" population for a number of years, the school has gone back to a "select" population. In other words, only the most capable need apply. The current administrator has indicated that he expects all students will go to college.

In an interview with graduate and now Senator Daniel Akaka, he reported that he went through both an academic track and vocational track. (Akaka, 1994) He trained as a public utilities worker during the morning hours and did his academic work in the afternoon. Senator Akaka went on to be an educator, educational administrator, and finally a representative of the people. However,

he feels that the vocational education exposure taught him values of perseverance and diligence.

The material on this section of this exposition was taken from a review of early editions of the school newspaper, *Handicraft*. The name itself suggests the early vocational orientation of the institution. This information was supplemented by interviews and a fairly rare copy of a history of the institution prepared by Loring G. Hudson in 1953. It is probable that the only surviving copies of this document are available from the school archivist. The following material is only generally paraphrased from these written sources.

The following is a description of the school as it appeared to the editor of the *Handicraft* in June of 1890:

> These schools are healthfully located on a plateau overlooking Honolulu, within easy distance from the city on the Palama Road. The grounds are ample, and the schools are well provided with suitable buildings. Pure Artesian water is supplied in abundance from a well on the premises. The prevailing trade winds add greatly to the wholesomeness of the location. The teachers reside on the premises and the pupils have the benefit of their constant presence and moral influence. The schools have two terms of twenty weeks each and two vacations, one of three weeks in January of each year, and one of nine weeks in July and August. The school year begins on the first Monday in September and closes the last Thursday in June, of each year.

The initial philosophy of the trade school is described in an article entitled "Sermons from the Workshop" or subtitled "The Skilled Mechanic is sure of a Cottage." The term "mechanic" did not apparently have the technical connotation that it does now. It appears to have been a reference to any skilled artisan. It reads:

> He is sure of a cottage because he is sure of wages. It takes money to build a house, and it takes money to keep it. Skill always gets wages. It is always in demand, and so is able to buy land and lumber. But skill cannot make a home, and keep a home, merely because skill is skill. We see men of skill who have no cottage, and no home. To make sure of a home for manhood and old age, the skilled mechanic must live so as to make sure of his skill, and of what his skill brings him. If he loses his skill, he loses his capitol in trade, and is sure of nothing except his failure and defeat. If he loses what his skill brings him, he loses all the benefit that his skill is to him, and becomes no better off than a common laborer.
>
> To make sure of a cottage, he must make sure of his manhood. He must not waste his strength by sinful living. He must shun the saloon, and refuse to gamble. He must keep his soul and body pure.

In an article in October of 1889, the newspaper had the following warning for Hawaiian boys who were not industrious and who did not faithfully pursue "skill training."

> Well-Wishers of the Hawaiian race often express regret that girls educated at such institutions as Kawaiahao Seminary seem to have a repugnance for marrying into their own race. But the reason for this is not far to seek. These girls have been made somewhat accustomed to the refinements of a civilized home, and their aspirations are for such homes of their own. But while these aspirations have been stimulated in the Hawaiian girls, the young men of their race have not been fitted for furnishing.....

And finally, the "Manual Training School for Boys" was described by the principal, Reverend W.B. Oleson at the turn of the century as follows:

> THE ACADEMIC DEPARTMENT furnishes instruction in the common English branches, special emphasis being laid on language training. A four years' course of study has been arranged which includes written and mental drill in arithmetic, algebra, and geometry; language exercise in dictation, original composition, oral and written use of idioms, synonyms, business forms,

orders, bills, accounts; freehand drawing and designing; mechanical drawing, including patterns, plans, projections, elevations, and details; physical geography; laws of health; source and manufacture of useful articles; machinery; strength of materials; book-keeping; historical narratives; reading; penmanship; and moral instruction. Daily instruction is given in vocal music.

THE MANUAL TRAINING DEPARTMENT furnishes a definite course of instruction in carpentry and joinery, blacksmithing, piping, wood-turning, stone.

Although Kamehameha no longer has a vocational education track per se and does organize its academic program around occupational subjects, it does have an outstanding vocational facility which is relatively new. They offer instruction in automotive, electronics, computer assisted drafting, and woods. According to the Vocational Coordinator, Robert Howarth, all classes in these occupational subjects are treated as electives.

Interview with Guy Shibayama

Guy Shibayama, who is one of the most effective apprentice coordinators in the state of Hawaii and presently supervises the training of sheet metal workers, has known most of the people associated with this particular training approach since the fifties. As a young person, he remembers that few people were involved in the apprenticeship movement. Persons who wanted skills training for non-agricultural jobs frequently had to attend proprietary schools or private technical institutes. He remembers that his mother, who sought training for work in the garment industry, had to go to a private school to obtain skills training.

As he remembers, the apprenticeship movement did not really get started until the mid-fifties when the unions came of age in Hawaii (refer to the Addendum on Apprenticeships). American adult apprenticeship programs involve more related classroom training than do traditional youth apprenticeship programs in Europe. The apprenticeship program in Hawaii was originally administered by the "technical schools" developed by the Department of Education. These schools were developed in a rather haphazard fashion to meet pragmatically the needs for postsecondary skills training for persons who did not covet the plantation life style.

When the responsibility for postsecondary vocational training was shifted to the University of Hawaii, the apprenticeship programs went with it. According to Mr. Shibayama, the shift had little effect on the nature of the curriculum. However, it did enhance the feelings of worth that these adults felt. They weren't going to an adult school anymore, they were attending "college."

In reality, the community or junior colleges have never had much impact on the apprenticeship curricula, materials, and/or instructional practices. The labor unions select the instructors, the materials prepared by the national unions are copywritten by those organizations, and the supervision of instruction is largely done by the apprenticeship coordinators. The colleges do provide space for the related instruction and take care of the accounting. The arrangement, as it has evolved since the late sixties, seems satisfactory to most of those involved in the process.

According the Shibayama, apprenticeship has always suffered from a reputation of being "exclusionary." This is because the construction trades, which make up the bulk of apprenticeship programs, have more people interested in obtaining admission into these high paying jobs than are needed. The apprenticeship councils must be selective and this does cause some social tensions in certain situations.

Interview with Sam Shigetomi

Dr. Sam Shigetomi was the first State Director for Vocational Education in Hawaii appointed after statehood. He was appointed in anticipation of legislation that would facilitate the development of a more coherent curriculum in preservice, occupational training. He served in this capacity from 1959 to 1982. Prior to that he had been a machinist, electrician, an electronics instructor, and Provost of Honolulu Community College.

When he first assumed the position, the office was under the administration of the Department of Education. During his tenure, responsibility for vocational education at the postsecondary level was shifted from the Technical Schools of the Department of Education to the Community Colleges of the University of Hawaii. In reality the Technical Schools simply became Community Colleges. New colleges were also planned.

The times were turbulent but very amenable to creativity. A relationship between the two operating agencies, the DOE and University of Hawaii Community Colleges, had to be forged. He placed a premium on consensus formulation and an equitable distribution of federal and state monies for vocational subjects.

At the outset of his tenure, it was not uncommon for "shop teachers" to work 40 hours or more. They often spent their weekends searching for materials at Pearl Harbor and other service centers. He visited the Air Force Academy early in his administration and became familiar with the techniques used by the military to teach technical subjects.

He also worked closely with the newly emerging unions and their apprenticeship programs. A primary concern of his was to avoid duplication of teaching in the "related instruction" and regular course work offered by the

community college. He urged the unions to accept hours earned at the community college as relevant "related instruction" when persons were indentured. He found the carpentry and sheet metal unions the most amenable to his ideas of a shared curriculum.

He also found his relationships with agencies of the Department of Labor a substantial challenge. The federal government mandated the creation first of the State Advisory Council on Vocational Education and, subsequently, the State Council on Vocational Education. These bodies were to "advise" the Hawaii State Board of Vocational Education (Board of Regents) on policy.

The dual role of the University of Hawaii Regents as overseers of the community college system and the allocation of federal funds for secondary and postsecondary vocational educational programs also offered interesting situations which required tact and patience to resolve. He attempted to avoid public confrontations, particularly when a governing body did not clearly understand the prevailing federal assistance law and/or organizational roles.

One of his principal concerns was to remediate the tendency of vocational education students to drop a correlated academic subject when the subject matter became difficult. This was particularly true for courses like English and physics.

Shigetomi unsuccessfully lobbied for a trimester system for vocational education students at the postsecondary level. He felt their attention span could be better served by such a system. However, academicians didn't feel inclined to adjust academic subjects to meet the needs and learning preferences of vocational students.

After retiring from the State Director's position, Dr. Shigetomi served as a Provost at a mainland college and then worked with programs sponsored by the

State Department in Egypt. He would like to be best remembered for his attempts to build articulation arrangements between the various agencies involved in occupational training and consensus formation in the vocational education community.

Interview with Larry Inaba

According to Dr. Larry Inaba who served both as the administrator the Department of Education branch that was inclusive of the Occupational Development Section and as the State Director for Vocational Education for six years from 1985 to 1990, the history of systematic vocational education in Hawaii goes back to 1960. Prior to 1950, what we now call occupational or vocational education, was referred to as "manual arts" training. It consisted primarily of agricultural training and some business courses. Some schools like Lahainaluna and McKinley had advanced shops in selected areas but they were atypical. There was no state-wide curriculum relative to occupationally oriented courses. When in 1960 Marvin Poyzer initiated a coherent program to train teachers in the area of industrial education, Dr. Inaba was one of the first graduates. For the first time teachers of vocational subjects could be trained in-state and attention could be directed at developing a systematic curriculum dealing with various occupational fields.

During the early period teachers of vocationally oriented subjects often spent long hours with students showing an interest and aptitude for technical subjects. According to Inaba this "volunteerism" was somewhat stifled with the rise of the labor movement. The emerging Hawaii State Teachers Association, HSTA, discouraged teachers from working past 3:00 p.m. They felt, with some justification, that this constituted uncompensated work time. The increasing reluctance of teachers of such subjects to help students on projects after hours produced an adverse reaction among students. The élan that had developed in many programs, unfortunately, disappeared. Since that time, the more confident union has been willing to allow members greater latitude in the conduct of their professional lives.

In 1965 the Legislative Reference Bureau authorized a study of vocational education at the state level. Its essential finding was that vocational education was ineffective at the secondary level in that it could not document the incidence of placement. The so-called Moore Report, which will be discussed subsequently, identified an evaluative criterion of which the secondary educators were not aware. They had perceived of their functions primarily as "career exploration" and "pre-occupational preparation." They had tried to assist some students with employment who, because of economic circumstances needed to go to work immediately after high school graduation. However, they did not perceive of "placement" as their primary function.

According to Inaba the report had a negative effect on the vocational education community. There were calls to eliminate vocational education from the high school curriculum by some members in the legislature. Henceforth, many people argued all high school work should be of a "college preparatory" nature. More rational heads prevailed and a year long study of the problems of vocational education was authorized. This was undertaken by former State Superintendent Francis Hatanaka. Mr. Hatanaka's conclusion was that vocational education was a viable option for many students who were not inclined to solicit a baccalaureate degree. The only problem was that the curriculum lacked structure. Emiko Kudo was designated to provide such a structure. The resulting document from her efforts would influence vocational education at the secondary level until 1990. The report entitled "Analytical Document Volume III" called for three strands. These were Occupational Skills (OS) for special education students, Pre-Industrial Preparation (PIP) for economically and/or academically disadvantaged students, and Introduction to Vocations (IV) for the regular student body. The goals would be career exploration, preparation for advanced postsecondary training, and employment

for students needing to enter the job market on graduation. All schools were to have a vocational education component. The program was to be introduced systematically over a period of six years until all had some coherent program. Not all occupations were to be pursued at every school because of the expense of equipment and other things. However, each of the seven "administrative districts" would provide the spectrum and students could seek "district execptions" to attend a school in the geographic area that offered the subject matter they desired.

Because Hawaii did not have a coherent vocational curriculum until about 1967, it could not participate fully in the federal assistance program. In other words, Hawaii tax payers were subsidizing other states' vocational programs without deriving proportionate benefits for themselves.

The State Master Plan for Vocational Education of 1968, which shall also be discussed subsequently, provided for a State Board and an administrative arm which became the Office of the State Director of Vocational Education. The community college system was brought into being. It replaced the technical schools that had existed previously.

Interview with Marvin Poyzer

Marvin Poyzer was a professor of industrial arts at the University of Hawaii's College of Education during the years of change that occurred during the late '60s and early '70s. At one point in his career there were several educational specialists in the area of occupational training. At this date, there is only one vocational specialist who does his best to coordinate the many subject matter instructors, who are hired on a part-time or lecturer basis. He can recall when there was instruction in all different occupational cluster areas. He was instrumental in developing the industrial arts program at the Manoa campus. He did a good deal of in-service training for community college instructors who lacked exposure to formal pedagogy. He counts as one of his most successful endeavors assisting in the creation of what is now known as the Hawaii Vocational Association. He also worked to overcome the reluctance of academicians in working with vocational teachers who had no formal degrees. He was and still is concerned about the lack of transferability of vocational courses between the various community colleges. He is also concerned by the lack of teacher training for vocational educators at the state university.

Interview with Frank Kansaki

Frank Kansaki served for many years as a vocational education teacher and administrator. He had perhaps the longest tenure as the Administrator of the Occupational Development Section of the Instructional Services Division of the Department of Education.

According to Mr. Kansaki the reorganization and legitimization of vocational education came as the result of the Planning Programming Budgeting mandate that was imposed on the Department of Education in the late 1960s. Line item budgeting was supplemented with program budgeting. No programs were considered sacrosanct. All program efforts were required to provide a new rationale for their existence. The Legislative Auditor's Office was an intimidating force in this process. The critique of vocational education provided by Dorothy Moore was traumatic. All programs had to be reviewed for relevancy in the light of her report. In Kansaki's view, that report had a high degree of editorial content. Planning was to conform to a five year cycle. The Pre-Industrial Preparation program was introduced in this period. It was essentially patterned after a similar program developed by the Edison School on the east coast. The Introduction to Vocations, as a vocational exploration offering for the regular student, was also developed at this time as was the Occupational Skills option for "special education" students. The Pre-Industrial Preparation Program was oriented towards students evidencing either academic and/or economic disadvantage. It was designed to meet the requirements of the revised federal assistance legislation. The proposals will be discussed subsequently.

According to Kansaki, vocational education in Hawaii prior to the 1960s was primarily directed at the needs of the plantations. They needed a few skilled people with some advanced knowledge of agriculture. They also needed a cadre

of skilled persons in the areas of business and mechanical repair. In his view, Lahainaluna and later McKinley epitomized the best elements of vocational education. These schools instilled in their students the essence of the "work ethic." Margaret Apo, a school board member and former Lahainaluna alumna, is said to speak glowingly of her experience at that pioneering school. According to Kansaki, the vocational orientation of the early high schools at Lahainaluna, Hilo and McKinley made the transition from school to work easy. In his view they were one in same.

In Kansaki's opinion, the educational system prior to World War II was dominated by the plantation owners' mentality. The plantation owners would have preferred that the children of field workers not attend high school at all. They were interested in perpetuating a class of docile workers. The only way to achieve social advancement was to complete high school and go to the Normal School. The number one avenue for social advancement was to become a teacher. The College of Education, as we now know it, was the heart of the University. It was dominated by the pedagogical philosophy of the University of Washington. Most vocational educators, at both the postsecondary and even the secondary levels, were trained on or recruited from the mainland. This pattern of recruitment has re-emerged.

According to Kansaki and others, World War II and the rise of the labor movement in Hawaii were liberalizing events in Hawaii's educational system. More options were made available in terms of economic opportunities. He feels that the late '60s and early '70s were particularly stimulating in that they provided more vocational or technical preparation options. He is less optimistic by the present situation.

The Community College Movement

Dr. Richard Kosaki, former political scientist, Chancellor of the University of Hawaii at Manoa, and President of Tokai University at present, prepared a document in 1964 that has probably had the greatest influence on the development of postsecondary education at the community college level in Hawaii. It was entitled "Feasibility of Community Colleges in Hawaii." It was prepared at the behest of the second State Legislature. (Kosaki, 1964). The enabling legislation was H.R. 245. The 104 page document reported a good deal of historical research as well as the results of a survey administered to the senior class of high school students the previous year.

According to Kosaki, 68% of all high school graduates expected to continue their education upon completing high school. He reported that in 1952 the figure for this criterion had been significantly lower. As a result, he concluded, something needed to be done to meet the needs of the contemporary population. He reported that over 90% of the students that enrolled in Hawaii's existing technical schools run by the DOE were public high school graduates. In his opinion, the enrollment at these institutions reflected a clear demand for vocational and technical training at the postsecondary level. At the time he wrote there were only 28 different course concentrations offered at Hawaii's public technical schools. Not all technical schools provided a broad array of offerings.

He also reported that the proportion of the total state graduates going immediately into employment was about 60%. One would think that this figure, in itself, would be sufficient to justify vocational or occupational education at the secondary level.

According to Dick Kosaki, a previous Health Education and Welfare study had revealed that the University of Hawaii had not been able to meet the demand for higher education within the state. In his analysis, approximately 40% of Hawaii's seniors, in the year preceding his report, had applied for admission to the University of Hawaii. About three-fourths of the applicants had actually been admitted and only one-fourth of those applicants had been approved for admission. Kosaki also claimed that there was a low retention rate among those who actually registered. Attrition during this period was found to be highest among those in the second semester of their freshman year.

Dr. Kosaki used a follow-up survey of students to ascertain their objectives and characteristics. One part of the questionnaire tried to ascertain the socio-economic and academic characteristics of the students. Another section was directed at ascertaining the post-graduation plans of graduates. The third section involved the students' feelings about the creation of a community college system.

As previously mentioned, the principal investigator of this report found that about two-thirds of Hawaii's high school seniors had definite plans about continuing their education.

The data on those who did not have specific plans for post-graduate work were most interesting. Thirty percent claimed that their indecision was based on not knowing what to do for a career. The same ambivalence is probably true today. Twenty-four percent felt that their high school records precluded admission to a four-year institution. Sixteen percent felt that, while they could qualify for some four-year colleges, they could not meet the entrance requirements for the "college of choice." Sixteen percent reported that it simply was not financially feasible to attend a four year college or university. That percentage may have increased today. Universities like Harvard and Stanford

now have four year tuition fees that are in the $100,000 area. Even at state universities, tuition levels have gone up so high as to dissuade many prospective students.

Kosaki proposed three alternatives for the situation. The first two essentially suggested expanding that which existed. His heart was obviously in the third. This was to develop a community college system much like that of California. His principal argument was "accessibility." Build colleges or renovate existing public technical schools that were "accessible" to Hawaii's high school graduates—both in terms of geography and cost. A number of institutional research analysts have concluded that any postsecondary institution that can not be reached within forty-five minutes by prospective students is dysfunctional.

The report prepared by Dr. Kosaki reminded the readers that a system of junior colleges had been proposed in the legislature since 1941. His report was to become the basis of Chapter 305A, Act 71, of the revised statutes.

The Dorothy Moore Edlin Report

In 1965 the Legislative Reference Bureau was asked to do a review of vocational education. (see Appendix C) The assignment was handed to an operative named Dorothy Moore. Her report almost killed vocational education at the secondary level in Hawaii. (Edlin, 1965)

There are at least two drafts on the Moore report. The preliminary draft, in which she uses her maiden name, Dorothy L. Moore, is undated and, is somewhat different from the report signed Dorothy L. Moore Edlin and titled in part Report No. 3. One section that remains consistent includes the subtitles "The Assumptions Underlying Vocational Education," "Keeping Children in School," and "Training the Intellect." It is in these sections that Moore was the most critical of vocational education.

In her view, the core of the educational philosophy of vocational educators at the turn of the century was that future "workers" should have a different kind of secondary education from that of future professionals. The new secondary programs for those destined to become workers should be primarily vocational. It was assumed that the essential general education necessary to live successfully in society could be provided by the time the youngster completed the eighth grade. This conclusion has no citation.

According to Edlin, vocational education itself was thought to contain certain general education values for future workers. Thus it has been and still is assumed that vocational education keeps children in school, trains the intellect and democratizes education. In her view, there had evolved the idea that vocational education actually was general education. However, her rationale is not entirely clear relative to this conclusion.

In her report, she claimed that it had been assumed that vocational education would have greater holding power for the children of workers than would academic subject matter. She stated that this assumption was originally based on the arguments that: (1) working class children are chiefly concerned with future employment, and can be more highly motivated by the promise of occupational success suggested by vocational school work; (2) the parents of such children can see the practicality of vocational education and will therefore be more inclined to let their children continue their secondary education; and (3) "hands on work" is more meaningful and real and therefore more appealing to these children than "book work."

Researcher Edlin reported that the fact that schools were losing 30 to 40 percent of their students before high school graduation. This was despite the long existence of vocational programs in the country. According to Edlin, this proved that vocational education had no more holding power than "general" or college prep curricula. She contended that there were higher drop-out rates from vocational education programs than from traditional academic programs. However, numerous factors induce early school leaving in the case of youngsters who are counseled into vocational programs. It should be acknowledged that there is little evidence that vocational programs have greater holding power at the secondary level vocational programs than traditional academic programs. At present the secondary school "drop out" rate is approximately five percent. (Honolulu Advertiser, June 6, 1995)

One of the few successes of the public schools in the last 30 years has been the decline in the drop-out rate. Few people have attributed it to vocational education. The factor of causality has not received that much attention and probably should not.

Edlin claimed that it had been assumed that vocational programs trained the intellect at least as well, if not better, than academic work, because such programs were thought to be intimately related to life (by reproducing in the schools real work situations) and thus more readily hold the student's interest. In her view, vocational education was operating on the unfounded assumption that work situations, involving manipulation of materials and "things," were more closely related to the life of children from lower socio-economic classes, while situations involving books and abstractions were more closely related to the life of professionals' children.

In Edlin's view, there was little evidence to support the assumption that vocational courses trained the intellect as well as academic courses. In her opinion, this misconception arose during a time when psychologists were derisive of the learning theory underlying classical education which assumed intellectual faculties could best be trained through study of Latin and history, etc. In Edlin's view, the early vocational educators felt that there was no carry-over of training of general faculties from one field to another, but there was carry-over of the habit of "using resourceful and sound thinking."

She concluded, and most of the report consists of conclusions, that the secondary educational education system in Hawaii was trying to do too much. Quite correctly she reported that educators were promising to do things that were the proper purview of other social organizations. The same can be said for educators nationally today. We promise to do things that are more legitimately the responsibility of the family and other social institutions.

Without much data to support her, she concluded that occupational training should be the responsibility of post-secondary institutions. She failed to acknowledge that a sizable number of student graduates never have the opportunity to go to any form of post-secondary training. They, out of necessity

or preference, choose to go to work after the completion of their high school experience. However, she stated unequivocally that vocational training of any sort should not be included in the K through 12 curriculum. She argued that little of the existing vocational education programs at the high school level provided marketable skills. Many people who taught occupationally oriented courses thought their primary mission was "vocational exploration" and "pre-vocational training." However, to use "placement" as the chief criterion for measuring effectiveness seems a bit unfair.

She legitimately decried the attempts by plantation owners to discourage the development of a universal high school system. Despite the attempts to modify the stereotype, most jobs in Hawaii before 1950 were of the semi-skilled or unskilled nature. Despite the shift from an agrarian economy to a tourist oriented society, the same can be said to be true today. You didn't need a Ph.D.. to be a cane worker and you don't need M.D. to be a bellman at a hotel resort today.

She offered the opinion that if the federal 1963 Education Act had been designed to provide job entry level skills at the high school level, it had failed. Many would question whether she was reading too much into that particular law. Dorothy Moore argued that vocational training was essentially the responsibility of business and industry. She conducted a survey in which 56% of the respondents felt that vocational education, at any level, was preparing people for the world of work. She reported that her research indicated that only 14% of those teaching occupationally oriented subjects had any industrial or trade experience. She concluded that vocational education, particularly at the secondary level was undemocratic and a waste of time and money.

According to Daniel Kinoshita, of the Department of Labor, who has tracked vocational education for about 20 years, (Kinoshita, 1984) Edlin saw the

issue of vocational education as a class issue. Vocational education was to be for the sons and daughters of the working class and the liberal arts/college track for children of the middle class. He has written that Edlin believed that all children could and should master the liberal arts curriculum.

The Hatanaka Report

Francis Hatanaka, an educational program specialist with considerable experience in vocational educational and administration, prepared a report dealing with the subject in 1968. It has relevance as it was characteristic of attitudes in the time period. Hatanaka claimed that vocational education lacked prestige. The same can be said today with little contradiction. He reported that vocational education, as it was being pursued, was not "realistic." (Hatanaka, 1968) However, he was not as clairvoyant in the area of program emphasis. He stressed the need for agricultural education. This was fortunately or unfortunately, depending upon your perspective, the beginning of the twilight of sugar cane and pineapple cultivation in the island state. He also recommended greater attention to the areas of "business," "home economics" and "industrial education." No one has ever been successful in defining what "industrial education" involves. However, according to Larry Zane (Zane, 1955) of the University of Hawaii, "industrial education" as opposed to "vocational education" requires that the instructor have some knowledge of the trade taught through practical experience. The semantic question remains with us today.

Hatanaka derided cooperative education as a device for creating a cheap class of "bag boys" at supermarkets.

Hatanaka praised the "enhancement" of the technical schools by making them "community colleges." He called for an upgrading of vocational education and, as was fashionable at the time, stressed occupational training at the postsecondary level.

The Hatanaka Report was also seen, in part, as a rejoinder to Edlin Report of 1966, which is better known in state as the "Moore Report." Hatanaka essentially said that there was nothing wrong with vocational education that a little reform couldn't take care of.

The First State Master Plan for Vocational Education and the Resultant Legislation

In 1967, the State Legislature, in response to various expressions of concern over vocational education in Hawaii, had adopted Senate Concurrent Resolution No. 43 which called for development of a comprehensive State Master Plan for Vocational Education by the Board of Education and the Board of Regents in consultation with what was then known as the State Commission on Manpower and Full Employment. (Refer to Appendix E)

The House had in 1964 made an earlier request for a similar study. (Refer to Appendix C) The legislation had also technically approved a community college system that year through Act 39. (Refer to appendix E)

According to Daniel Kinoshita (Kinoshita, 1984), the committee assigned to develop the plan, was philosophically torn between the mentality of the 60's that saw vocational education as a mechanism for "self-realization" and those who saw its purpose as "workforce development." The plan, in his view, represented a compromise between these two ideological polls. Its efforts were guided by three consultants. These were:

> Harold Wilenski, Department of Sociology and Institute of Industrial Relations, University of California, Berkeley;
>
> Grant Venn, Associate Commissioner for Adult, Vocational and Library Programs; and
>
> Melvin Barlow, Professor of Education, University of California at Los Angeles.

The technical specialists were also divided on the emphasis to be employed. Some wanted vocational education, at the secondary level, to stress career awareness and career exploration. Others favored the workforce development approach. The Chamber of Commerce strongly lobbied the committee for the workforce development approach.

The final document, entitled A State Master Plan for Vocational Education, was published in 1968 and provided the basis for the restructuring and strengthening of vocational education in Hawaii. The plan recommended that the University of Hawaii's Board of Regents be designated the State Board for Vocational Education, replacing the State Board of Education which had formerly discharged this function. This action recognized the fact that the community colleges, administered by the University system, had become the primary focus for specialized vocational education in the State.

Some other recommendations made on the sections entitled "Major Unresolved Issues." They were as follows:

1. Recommendation

   An intensive study of apprenticeship training should be undertaken under the direction of the Coordinating Council for Vocational Education.

   Assessment Realization

   The Apprenticeship Division reports that it cannot find any such study on file. If it was conducted, the findings and report have been lost. The present staff does not have within its membership anyone who was employed by the Bureau during these years. A search of their files did not turn up any document having relevance in this area.

2. Recommendation

The new Board of Vocational Education should give high priority to establishing a systematic, equitable method of disbursing Federal funds among the community colleges and to the DOE.

Assessment Realization

During the early seventies most of the federal assistance grant went to the postsecondary level. The secondary level did not object as they were being generously supported by the State Legislature. The rationale for the disproportionate emphasis at the postsecondary level was that the University had just received responsibility for the Technical Schools and needed additional resources.

The State Legislature was well disposed towards the secondary level because of their broad and enthusiastic support of the Analytic Document: Volume III, prepared primarily by Emiko Kudo.

Under the administration of Dr. Larry Inaba, that lasted from 1985 to 1990, the allotment which had steadily been shifting towards the DOE was, more or less, fixed at a 50/50 split between the operating agencies.

3. Recommendation

An immediate program review should develop coordination procedures between the DOE and the University of Hawaii.

Courses which, upon review, are identified as training for occupational skills and aimed at job entry or job upgrading should be transferred from the present DOE Adult Education program.

A general study should precede any major changes. Relevant action should be taken by the new Board of Vocational Education in conjunction with the Vice President for Continuing Education and Community Service of the University of Hawaii.

Assessment Realization

The Carl Perkins Act of 1984 called for the creation of an Inter Agency Coordinating Council. One was created for compliance purposes and it met irregularly.

However, most articulation took place in the Vocational Education Coordinating Council (VECAC) where both operating agencies as well as the Department of Labor were equally represented.

4. Recommendation

In light of the new program recommendations, the vital issues of occupational teacher training programs demand a comprehensive study. Since program direction is the primary concern of this Master Plan, a separate planning and development project should be initiated for teacher training. Initial review of occupational training should be undertaken by the Teacher Education Coordinating Committee, which is legally constituted for this purpose. Their findings should be forwarded to the new Board of Vocational Education.

Assessment Realization

Teacher training in the vocational area declined in the eighties. The former Dean, John P. Dolly, did not place a priority on vocational education. This was the result, in part, due to the teacher shortage data provided by the DOE. As of this writing, there are no full-time teaching staff members in the area of vocational education on the College of Education staff. Dr. Frank Walton, who is a coordinator, hires lecturers in vocational education subjects on an "as needed" basis. The present system is generally unsatisfactory as it does not provide for program continuity and focus.

The Legislature adopted this recommendation through Act 71, Session Laws of Hawaii, 1968 (Chapter 305A, Hawaii Revised Statutes). Some people have criticized this decision subsequently. (Refer to Appendix E).

To assist the State Board and to ensure coordination and articulation by major responsible agencies, the new law also established a tripartite Vocational Education Coordinating Advisory Council. This Council was and is made up of three members each from the Board of Regents, the Board of Education, and what is now called the Commission on Employment and Human Services, with the President of the University and the State Superintendent of Education as ex-officio voting members.*

The structure which was established pursuant to the State Master Plan was later modified in response to Public Law 90-576, the Vocational Education Amendments of 1968, which required the establishment of a separate State Advisory Council on Vocational Education. The Governor established such a council on May 1969, to meet the federal requirement. In the following year the State Legislature, by Act 170, Session Laws of Hawaii 1970, restructured the State Commission on Manpower and Full Employment so that it would satisfy the federal requirements as the State Advisory Council on Vocational Education. Since 1990 this body has been known as the State Council on Vocational Education.

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* Note: There have been four Master Plans to date. Plans were prepared in 1968, 1974, 1979, and 1986. The plans prepared since 1968 have basically reflected changes in federal legislation.

The Secondary Schools' Reaction to the Moore Edlin Report and New Directions

With the publication of the "Edlin Report," that was widely disseminated throughout the state, there was a general adverse reaction to the existing vocational education program (Inaba, 1995). Some legislators advocated doing away with vocational education in the high schools altogether. Several articulate members of the dominant Democratic party argued that it should be the goal of every student in Hawaii to attend a four year college. Failing that, a two year college would suffice as an appropriate objective for a high school graduate.

However, the Department of Education was cognizant of the fact that there were substantial numbers of special education students who could never aspire to a baccalaureate degree. There were others who for economic or other reasons needed to enter the workforce immediately on graduation from high school. There was a third group who simply aspired to highly skilled occupations for which a B.A. degree was not essential and, in some cases, an impediment. Those who desired an alternative to a single "college prep" curriculum argued that there was nothing fundamentally wrong with vocational education that restructuring could not correct.

As a consequence, a study was authorized by the Department of Education. It is widely believed that Emiko Kudo was the principal architect of the resulting report, but many resource people probably contributed. The report's short title "Analytic Document" was generally well received by the State Legislature and the educational community as a whole. The report acknowledged the shortcomings of the existing vocational programs and provided an alternative curriculum structure. It became the basis for vocational education at the

secondary level from the early '70s to the early '90s. What follows is a brief synopsis of the principal elements of the proposed changes in the curriculum.

It held as a premise that in a society that was becoming technologically complex, fewer jobs would remain for young people whose skills, intelligence and judgment had not been adequately realized. What was urgently required were young people with an adequate education to fill the vast number of jobs spawned by modern technology. Otherwise, it was argued, our society would be unable to maintain and even accelerate its rate of economic and social growth.

The authors argued that an obvious danger existed whenever a society experienced a shortage of scientists and physicians. What was less apparent in their views, but equally perilous, was a situation where the vast majority of young men and women were not prepared to cope with the wide range of responsible jobs that must be filled by skilled technicians. These kinds of jobs did, and do not today require, four years or more of college or attendance at a university . However, some kind of educational intervention would be necessary, in their view, to achieve the goal of a cadre of skilled artisans that could be internationally competitive. This was seen as one of the principal functions of vocational education at the secondary level.

The authors stressed that Vocational-Technical Education was not to be seen as being divorced from Practical Arts Education. The Practical Arts Program was interpreted as being concerned with helping an individual to respond sensitively to technological developments and to cope effectively with the consequences in his or her personal life. The Vocational-Technical Education program, on the other hand, was to be aimed at motivating and enabling the individual to proceed purposefully in an occupational field.

The goal of the secondary school vocational-technical education program was to be perceived as the development of individuals who were motivated and

had the intellectual preparation to proceed purposefully in an occupational pursuit. The next level in his or her occupational pursuit was seen to be (1) a post-secondary vocational-technical education course of study of his or her choice or (2) employment in an entry level job.

The objective of the secondary school, Vocational-Technical program was perceived to be the development of students who would have basic academic and occupational skills which would enable them to meet entrance requirements for a post-secondary occupational program of their choice and/or to qualify for entry level positions in one or more families of occupations.

The authors of the analytic study implicitly recognized the validity of many of the conclusions of the Edlin report. They acknowledged the inadequacies of the existing, fragmented curriculum in Part IV of their report.

There were to be three basic programs in the "restructured" curriculum. In summary, these were in their words:

> Pre-Industrial Preparation Program Element
>
> The Pre-Industrial Preparation Program Element was to be that part of the Preparatory Vocational-Technical Sub-Program through which the individual improved his basic verbal, scientific and mathematical skills by correlating them with concrete occupational experiences. Entry-level job tasks and skills were to be part of this element. The Pre-Industrial Program Element was to serve the academically deprived students such as the disadvantaged, the underachievers, and the culturally deprived. The services of the guidance and counseling personnel were to be an important part of this program.

Introduction to Vocations Program Element

The Introduction to Vocations Program Element of the Preparatory Vocational-Technical Sub-Program was designed to assist individuals who desired expedient employment in the exploration of the total spectrum of career possibilities and new career demands of the present and future technological and industrial culture. Basically this was to include: (1) knowledge about the occupations for the present sophisticated technology as well as for the emerging technology, (2) practical experiences in one or more families of occupations in the realm of industry and technology. Entry-level job tasks and skills were to be part of this element. This element would require the services of the guidance and counseling personnel to work on the vocational-technical team.

Occupational Skills Sub-Program

The Occupational Skills Sub-Program was to be that phase of the total secondary Vocational-Technical Education Program designed to prepare individuals identified as learners with limited abilities, such as the mentally retarded educables, to perform tasks belonging to a job family under close supervision. The physical and interpersonal job skills were also to be included and emphasized.

Those who prepared the report for the Department of Education discussed the various options that had been considered for the "Pre-Industrial Program" (PIP), "Introduction to Vocations Program" (IV), and "Occupational Skills Program" (OS).

For the objectives identified that were later to be addressed to the "economically and academically disadvantaged," they examined two existing, quasi-experimental programs in use on the mainland. The "Compton Concept" was described as having some promising features but inadequately evaluated. The "Industrial Prep Program", then being employed in New Jersey, was also seen to have some interesting features but was found wanting in that it represented blatant "tracking" and "stereotyping."

The authors also looked at two programs that were being used on the mainland as possible mechanisms for fulfilling the objectives that would ultimately become "Introduction to Vocations" option. The "Human Potentials Laboratory Plan" being used in California was deemed too experimental. In the view of the reviewers, insufficient data existed to warrant its incorporation. The "Multi-Occupational Guidance Plan" being used in South Dakota was found to have some merit but was judged weak in the areas of counseling and guidance.

For what was to become the Occupational Skills component for special education students, at least two existing options were examined. The "Idaho Skills Development Program" was reported to have some good points but required the development of special Learning Centers for Exceptional Children. The analysts decided that Hawaii could not afford the luxury of such centers. The "Purdue Practical Vocational Experience and Cooperative Work Study Program" also had some commendable elements but, in the view of those preparing the report, lacked an adequate counseling and guidance mechanism.

As the leading mainland prototypes had been rejected for one reason or another, the analysts then fleshed out the essential elements of the PIP, IV, and OS Programs. These hybrid programs were proposed for implementation in Hawaii. A six year plan was included to provide for the orderly implementation

of a more systematic vocational curriculum throughout the state (refer to the Six year Financial and Output Plans document in Appendix B).

The analyst/authors, after once again reporting that the necessary programs needed were either non-existent or conceptually unsatisfactory, then described their proposed new generic curricula. Detailed descriptions would have to wait the publication of three "how to do it" handbooks published between 1970 and 1973. These handbooks implementing the concept were enthusiastically endorsed by the State Legislature by way of generous appropriations to fund the programs prescribed. As previously mentioned, the appropriations were so substantial that the Department of Education did not feel compelled to compete fiercely with the postsecondary sector for the federal assistance funds that were available. This would come later.

The financial plan summaries for total costs and additional costs are depicted in Appendix B.

The Ikeda and Fukuda Legislative Reference Bureau's Assessment

In 1975 the Legislative Reference Bureau was authorized to study the administration of vocational education in Hawaii. The researchers assigned to this task were Carole Ikeda and Lois Fujita. Their conclusions were largely to be mirrored in the findings of Emiko Kudo many years later. Their report was entitled Vocational Education in Hawaii: An Examination of Its Administration. (LRB, 1975) In general, they found the operating agencies were using their "line authority" to subvert what Congress had intended when it mandated State Boards for Vocational Education. In their view, the Regents of the University of Hawaii had largely defaulted in the exercise of appropriate leadership.

Ikeda and Fujita concluded that as the administrative body responsible for the total vocational education effort of the State, the State Board for Vocational Education, should be held accountable for leadership in planning and coordination of programs at both the secondary and postsecondary levels.

To assist the State Board in carrying out its responsibilities, the State Vocational Education Coordinating Advisory Council, as established by state law, and the State Advisory Council on Vocational and Technical Education by federal law, had been designed as advisory bodies—the first with regard to the formulation of policies and procedures and the latter with regard to program planning, development, and evaluation.

To support the State Board in fulfilling its duties, the state law had provided for an Administrative Officer and federal regulations require a State Director for Vocational Education.

The Bureau found that the State Board for Vocational Education had failed to correctly interpret its jurisdiction and responsibilities. Questions relating to the State Board's jurisdiction over vocational education programs

supported by the State's general fund as well as the State Board's authority over vocational education policy matters in the secondary schools were unresolved. They have not been resolved to date.

Ikeda and Fujita concluded that the State Board had failed to exert the needed leadership over statewide vocational education concerns, including monitoring the implementation of overall goals and objectives of vocational education by the two operating agencies—the Department of Education and the University of Hawaii.

They felt that the State Board had not fulfilled all its legal responsibilities as provided in the chapter 45 title, Code of Federal Regulations, and had not carried out the spirit and intent of the provisions of chapter 305A, Hawaii Revised Statutes.

In their view, the Board for Vocational Education had failed to differentiate between its role as the State Board for vocational education and its role as Regents for the University of Hawaii. This, in the view of the legislative auditors, resulted in improper use of University personnel to deal with statewide vocational education concerns and the irregular reassignment of statewide vocational education personnel for community college purposes.

The Bureau concluded that the State Vocational Education Coordinating Advisory Council had not been used to its fullest potential. Despite the statutorily established role of the Coordinating Advisory Council to serve the State Board in an advisory capacity, the State Board had, in practice, relied on a third advisory body, which was and is a committee of the Board of Regents, to review statewide vocational education thereby raising the question of a possible conflict of interest.

The Bureau found that there was also an inherent conflict of interest for the Administrative Officer of the State Board who also serves as the President of

the University and Executive Officer of the Board of Regents. Because the State Board operated under the strong executive concept and its responsibilities were often executed through its Administrative Officer, it was imperative in the Bureau's view, that the Administrative Officer devote the necessary time and attention to vocational education as opposed to University affairs.

The Bureau determined that as staff to the State Board for Vocational Education through its Administrative Officer, the State Director, had not been provided with a definitive statement on his/her role, responsibilities and relationships within the University administrative hierarchy and formal operational procedures compatible with his or her position. The University had also practiced procedural irregularities in expropriating the Assistant Director for Vocational Education and the Federal Accounts Officer for purposes other than statewide vocational education.

State Auditor's Report of 1981

As has been discussed earlier, the State Legislature in 1968 decided that the Regents of the University of Hawaii should be designated as the State Board for Vocational Education. The Regents probably didn't want this added responsibility. Their primary interest was in the Manoa campus. To a lesser extent they were concerned about the University of Hawaii at Hilo, the community colleges, and the proposed new four year campus to be located in the Leeward area.

A management audit was somewhat critical. This is the Legislature Auditor's Report No. 81-9 printed in March of 1981. (Tanimura, 1981)

The reviewers reported that the university suffered from a make-shift and inadequate organizational and management apparatus due in great part to its failure to recognize its need for an overall organizational and management strategy.

They also concluded that the policy making process for the university was ineffective, inefficient, and grossly deficient in meeting the management needs of the institution due to: (a) the failure to define roles and relationships between the Board of Regents and the university administration, (b) the failure of the board to evaluate and hold accountable the President and the university administration, and (c) the failure to provide the board with adequate staff support.

And finally, the auditors found that the overall administrative structure of the university is in considerable organizational and management disarray due to the failure to analyze and work out a proper set of roles and relationships between and among the university-wide system administration and the chancellor's units which make up the second level of administration at the

university. Temporary appointments, vacancies, misassignments, confusion, and conflict were reported to be widespread throughout the upper administrative levels of the university.

A Study of Governance

In 1985, Dr. Larry Inaba became State Director for Vocational Education. State Board Member, Stephen Bess, suggested that a study of the actual functions and governance structure of the Office of State Director for Vocational Education be initiated. Dr. Inaba, new to the position, agreed, although several studies of this sort had been conducted previously. The staff of the OSDVE spent several months collecting information and eliciting the perceptions of community influentials and educational leaders. In the end it was decided that any "definitive" study would have to be done by an outside consultant. This would insure some degree of objectivity and any results would be less likely to be self-serving. However, OSDVE would support financially the consultant's report.

The consultant selected was Emiko Kudo. This educational specialist had been employed by the Department of Education and had some affiliation with the University of Hawaii as well. Her report was unpublished but circulated to the State Board and the President of the University. Few copies remain today. The 48 page paper was not dated but it was believed to have been delivered sometime in late 1986.

Her recommendations included the following:

(1) The State Board of Vocational Education be reassigned from the Board of Regents of the University of Hawaii to the Vocational Education Coordinating Council (VECAC).

(2) The three members of the VECAC that represented the Commission on Employment and Human Resources be replaced by three members from the Hawaii Job Training Coordinating Council.

(3) The State Director for Vocational Education replace the Executive Officer of the Board of Regents as the designated Administrative Officer of the State Board of Vocational Education.

(4) The State Council on Vocational Education be retained but all duties that conflicted and/overlapped those of existing administrative entities be eliminated.

(5) The State Board of Vocational Education should solicit an opinion of the Attorney General regarding its authority to enforce compliance with the State Plan in the operating agencies implementation of said plans and to include state and locally funded programs within the statewide program design.

(6) The State Board of Vocational Education should define through promulgation of regulations and procedures the roles and relationships of the governance bodies subordinate to it.

(7) Strong consideration should be given to integrating the proposed "employment functional master plan" with the State Vocational Education Plan.

These are probably not the recommendations that Stephen Bess or any of the Regents/State Board for Vocational Education members anticipated. As a consequence, the Administrator, who was also the President of the University, reinterpreted the findings of the study somewhat creatively. He reported to the

Vocational Coordinating Advisory Council that the study seemed to indicate that everything was fine in the administration of the federal assistance act in Hawaii. In President Albert Simone's words "...If it's not broke, don't fix it." The Vocational Coordinating Advisory Council accepted the report and Dr. Simone's conclusion.

The Problems of Categorical Grants and Their Consequences

The congressional elections of 1994 implied the prospect of great changes. Many educators concluded that we might be witnessing the end of the federal assistance program to vocational education as we have known it since the inception of the Smith-Hughes Act. The Republican majority seemed inclined to make major changes and even eliminate the United State's Department of Education entirely. Block grants were proposed to replace the Carl Perkins Vocational and Applied Technology Education Act. Some argued that block grants would be simply another way of perpetuating the federal government's commitment to providing the additional necessary impetus to developing and maintaining a skilled work force of technicians and artisans. However, historical experience has shown that such approaches as "revenue sharing" and "block grants" invariably lead to reduced funding and ultimately the discontinuation of programs. This appeared to be the fate of vocational education at the national level. What happened? Essentially the American Vocational Education Association lost much of its influence over national legislation in the Educational Amendments of 1976 and in subsequent legislation. Carl Perkins would probably turn over in his grave if he had seen the implications of the 1984 and 1990 Acts which were named after him.

Essentially there is a fundamental difference between the Republicans, who gained control Congress, and the Democrats who in 1994 controlled the executive branch. Republicans tend to feel that the states and even smaller governmental units, such as incorporated cities and counties, should establish the priorities in such areas as education. They essentially lament the fact that the federal government ever got involved in education. They feel that people at the local level are better prepared to use public moneys to meet community needs

and priorities. They acknowledge, in a somewhat judgmental fashion, that the federal government has a more effective mechanism for collecting taxes in an equitable manner. However, their philosophy is "give it to the local officials to decide how the funds raised for national goals should be expended." They greatly revere the Tenth Amendment.

The Democrats have a different philosophy. They point to the "general welfare" provision of Article One of the Constitution as justifying a significant role for the federal government in the conduct of education in the United States. Basically, they don't trust state governments or even lesser local political entities (e.g. cities, counties and school districts) to expend resources in a way that national priorities can be achieved. Therefore they prefer "categorical grants" whereby states and local agencies can be obligated to spend tax moneys in such a way that national priorities are achieved even at the expense of what they consider to be "parochial interests."

Unfortunately, for vocational education, legislation from 1976 on tended to reflect social equity issues that had little to do with training a skilled artisan work force which was the principal goal of the original federal assistance act. While there were numerous pieces of legislation that addressed the needs of the handicapped, the economically disadvantaged, and gender considerations, legislators were convinced to make "social equity" a major focus of vocational education funding.

The "set-asides" for the handicapped, disadvantaged, women, and limited English speakers became a source of what seemed to be unlimited liability for vocational educators. Wyoming considered declining federal assistance funds altogether. New Mexico tried to decline the funds for the set-aside for handicapped individuals. Both efforts to demur were met with fierce opposition from special interest groups.

A case in point can be found in Audit 09-94030 for the academic year 1975-1976 in Hawaii. This was followed by audit 00106-09. The latter audit exception was addressed to the historic Lahainaluna High School. The State of Hawaii was initially "required" to return $100,664 dollars to the federal government. The State Plan for the year in question indicated that money was to be used for high unemployment "and" schools with high "drop-out" rates. The federal auditors claimed that Lahainaluna was no longer a school having these characteristics. As has been described earlier, Lahainaluna's boarding school has historically been used to meet the needs of children with promise but "at risk." The auditors no doubt influenced by the impressive hotel and condominium developments in the adjacent Kaanapali region found that the local attendance area suggested the existence of a high degree of affluence. The best educational attorney available was obtained at some significant expense. He, through rather astute tactics, managed to delay a settlement of the issue until the statute of limitations had run out.

The file on this single audit exception is over an inch thick. The entire procedure produced a feeling of cynicism and an increasing reluctance to participate in federal projects. It must be realized that the federal share of the total vocational education effort is only about 8% of the total. However, this contribution, as insignificant as it may seem, is critical to some programs in terms of "B" or "materials" funds. If H. R. 1617, the Goodling Bill, had become law, vocational education as we have known it for the last 42 years would never have been the same.

Epilogue

If the vocational education community was ever out of synch with prevaling political climate, it was in the fall of 1995. There were two vocational education bills introduced into Congress by the dominant Republican party. One was the bill previously referred to, sponsored by Representative William Goodling. It was called the "CAREERS" bill or H.R. 1679. It reflected the philosophy that occupational training should have as its major goal the training of people, mostly adults, for immediate employment. It reflected little of the John Dewey philosophy or the "vocational experience for self-realization" philosophy of the sixties. The program was not to be administered by educators but pragmatic political types—namely governors. The grants were to go to the states in the form of block grants and each region would decide how to use the funds without the interference of federal bureaucrats.

Members of the American Vocational Association (AVA) and the National Association of State Directors of Vocational Technical Education Consortium (NASDVTE) both agreed that the measure would fail. They miscalculated. It passed by a majority of 345 to 79. The lopsided majority clearly indicated that the philosophical approach to occupational training implicit in the bill clearly had bipartisan support.

Traditional vocational educators clearly preferred the Senate version of financial assistance to occupational training. This bill, sponsored by Nancy Kassenbaum, was termed the Workforce Development Act and was given the numerical designation of SR 143. It also provided for block grants but made reference to "educational agencies," and clearly indicated the traditional requirements of "state plans" and annual "performance reports." Chief state planners and evaluators breathed a sigh of relief. It also passed after Democrats

were successful in getting it separated from welfare reform. The State Directors Association had believed that such a separation was impractical. The two bills, both of which represented a drastic departure from the previous categorical grant legislation went to conference committee. The compromises were not particularly satisfactory to anyone.

Ultimately the resulting proposed legislation died at the hands of an unlikely coalition, The Eagle Forum, a very conservative lobby, opposed the legislation because it gave too much power to the governors and not enough influence to State legislatures and local governments. The proposed block grants also failed to include a provision for the elimination of the USDOE. Liberal Democrats opposed the legislation because it reduced funding and did not address their social priorities.

The legislation died an ignoble death. However, a continuation of the Federal assistance to vocational education was guaranteed for two additional years by including it in an omnibus funding bill passed just before Congress recessed.

Developments at the State Level in 1996

In 1996 the Office of the State Director for Vocational Education was induced to move for the fourth time in less than twenty years. It survived the severe budget crunch imposed on the University of Hawaii, the institution in which this office is housed, administratively. Attempts by the State Department of Labor to create a super agency, which would subsume the State Board for Vocational Education were not successful in operational terms. This was due in part to the failure of the House Bill 1617 to gain approval. The State Council for Vocational Education was targeted for elimination during the Congressional session. The staff of the local SCOVE was retained for an additional year through emergency funding by the State board using State Leadership monies.

At the postsecondary level, a program of consolidation, induced by the state's poor financial situation, was implemented. In 1996, the Regents of the University terminated five programs. Accountability became the battle cry. Programs whose "health indicators" showed that they were not cost effective were terminated. Plans to consolidate such popular programs as Food Service and Business Education into a fewer number of campuses were considered. The community colleges' "open door" policy came under scrutiny. However, graduates and participants of such two-year college programs continued to find placement and advancement in a state economy that was still plagued by inadequate growth.

At the secondary level, there was also some consolidation. Accusations that the Department of Education was administratively top heavy induced the Superintendent of Schools to cut back the staff and responsibilities of the Occupational Development Section. One surviving staff member was given responsibility for providing technical assistance to all curriculum areas. A

second was given responsibility for administering the federal basic grant. A Director of School-to-Work activities was employed and asked to report directly to the Superintendent as well as an oversight or advisory council. The administrator of the Occupational Development Section became his *de facto* deputy. This arrangement ultimately did not work out.

Innovative programs such as Tech Prep and the Career Academies continued to gain acceptance and thrive.

As mentioned at the outset of this paper, vocational education in Hawaii stood at a crossroads in 1995 and still does today. Some very good things could happen. However, some very bad things might happen as well.

Recent Awards and Milestones

In the ten years preceeding 1995, the Department of Education and the Community Colleges received numerous awards for excellence. It seems appropriate to mention some of these briefly. This partial list includes the following:

In 1984 Kapiolani Community College's Legal Assisting Program won the USDOE National Secretary's award for being "outstanding" as did that college's program in Radiology Technology. This award winning program was under the leadership of Robert LeClair and Roland Clements. In 1993, Kauai Community College also built a solar powered car which attracted national attention because of its racing feats. This ambitious project was coordinated by Charles Yamamoto.

In 1985 Waimea High School's program in Agriculture was designated as being "outstanding" by the National Secretary for Education. That program was under the direction of Kenneth Kajihara. In 1994 the Vocational Industrial Clubs of America (VICA) awarded Ms. Vanessa Mamaclay a gold medal in the area of "job skills demonstration." That feat was equaled in 1995 by Steven Young of the same high school. Also in 1995, the Maui High School program in Automotive Technology won the national Trouble Shooting Contest sponsored by the Ford Motor Company. In the same year Theodore Kawahara of Lahainaluna High School, was designated as the "best" instructor of Agriculture in the western region by the national Agricultural Teachers Association. Also in 1995, Farrington High School's Career Academy in Health Services was given a national award for being "outstanding" by the Secretary for Education, United States Department of Education. This program was headed by Lillian Chang. In the same year Rodney Park, of Kohala High and Elementary School, was

designated as the "Advisor of the Year" by the Vocational Industrial Clubs of America.

In the fall of 1992, the Vocational Coordinating Advisory Council directed its Executive Secretary, Dr. Alan Kohan, to have a document prepared that would summarize the goals and philosophical underpinnings of vocational education in Hawaii. Dr. Kohan, State Director for Vocational Education, ultimately was responsible for the essence of the final draft. Meetings were held with various groups from the operating agencies, the Department of Labor and Industrial Relations, the business sector, organized labor, and the community at large. The initial document went through many revisions. However, the essence of the draft remained. Successive reviews and consensus building took almost two years. Nevertheless, this time consuming effort was deemed essential if the document was to have broad support. Published in 1994, the document was circulated extensively throughout the state and selectively throughout the nation.

In order to be effective, the document had to be succinct. Consisting of eight pages, the attractively packaged declaration was entitled "A Vision of Vocational-Technical Education and Workforce Development for the State of Hawaii: A Foundation Document for the Development of a Technologically Competent Workforce for the 21st Century." It has become popularly known as simply the "Vision Document." Its summary, which relected many of Dr. Kohan's values reads as follows:

> Twelve principles guide the development of vocational education's quest for excellence. They support vocational education's major philosophical rationales—Workforce Development, Cognitive Science, and Social Justice. Viewed as a whole, they provide the policy framework needed to attain this shared vision of

vocational education and workforce development for Hawaii.

Not everyone agreed with the statement but few such documents ever enjoy universal acceptance

APPENDIX A

VOLUME III 6 YEAR FINANCIAL AND OUTPUT PLANS

VOCATIONAL TECHNICAL EDUCATION

BEST COPY AVAILABLE

VOLUME III

6 YEAR FINANCIAL AND OUTPUT PLANS

VOCATIONAL TECHNICAL EDUCATION

DEPARTMENT OF EDUCATION · STATE OF HAWAII · JANUARY 1970

SUMMARY OF SIX YEAR FINANCIAL PLAN
PROGRAM SUBCATEGORY - VOCATIONAL-TECHNICAL EDUCATION

	Actual 1969	Estimated FY 1970	Budget Year FY 1971	Projected FY 1972	Projected FY 1973	Projected FY 1974	Projected FY 1975	Projected FY 1976	Total 1971-1976
Program Elements									
Preparatory Vocational-Technical	846,739	1,092,878	1,517,006	2,522,099	3,121,460	3,766,723	4,444,582	5,024,534	20,396
Occupational Skills	--	60,162	132,786	408,696	663,713	939,667	1,223,645	1,520,458	4,888
Support Services			77,000	78,750	80,500	81,900	80,850	85,050	484
Total Requirements	846,739	1,153,040	1,726,792	3,009,545	3,865,673	4,788,290	5,749,077	6,630,042	25,769
Means of Financing									
Federal Funds	113,548	310,176	310,176	310,176	310,176	310,176	310,176	310,176	1,861
General Funds	733,191	824,864	1,416,616	2,699,369	3,555,497	4,478,114	5,438,901	6,319,866	23,908
Total Means of Financing	846,739	1,135,040	1,726,792	3,009,545	3,865,673	4,788,290	5,749,077	6,630,042	25,769

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SUMMARY OF SIX YEAR FINANCIAL PLAN
PROGRAM SUBCATEGORY - VOCATIONAL-TECHNICAL EDUCATION

	Actual 1969	Estimated FY 1970	Budget Year FY 1971	Projected FY 1972	Projected FY 1973	Projected FY 1974	Projected FY 1975	Projected FY 1976	Total 1971-1976
Program Elements									
Preparatory Vocational-Technical	846,739	1,092,878	1,517,006	2,522,099	3,121,460	3,766,723	4,444,582	5,024,534	20,396
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Total Means of Financing	846,739	1,135,040	1,726,792	3,009,545	3,865,673	4,788,290	5,749,077	6,630,042	25,769

APPENDIX B

HOUSE RESOLUTION NO. 6

(To be made one and eight copies)
SECOND LEGISLATURE, 1964
STATE OF HAWAII

H.R. NO. 46

H.D. 1

HOUSE RESOLUTION

REGARDING A STUDY OF VOCATIONAL AND TECHNICAL EDUCATION.

WHEREAS, failure thus far to deal adequately with the growing numbers of technologically displaced and unemployable persons constitutes a serious danger to the well-being of American society; and

WHEREAS, the educational system bears much of the responsibility for ensuring that young people enter society prepared to perform jobs and functions required by a technologically advanced society; and

WHEREAS, the post-high school technical education programs and the high school vocational education programs administered by the Department of Education of the State of Hawaii should prepare young people in Hawaii to find and perform the kinds of jobs that are or will be available, and to familiarize such youth with the kinds of skills demanded by modern industrial society; and

WHEREAS, lack of information makes it extremely difficult to determine the success of the Department of Education's programs for vocational and technical education; now, therefore,

BE IT RESOLVED by the House of Representatives of the Second Legislature of the State of Hawaii, Budget Session of 1964, that the Legislative Reference Bureau be, and hereby is, requested to undertake a study of vocational and technical education in Hawaii including: (1) a description of the present objectives and programs of vocational and technical education; (2) an evaluation of the present programs in view of the objectives of such education; and (3) the development of potential goals and ways of achieving such goals in providing vocational and technical education in the future; and

BE IT FURTHER RESOLVED that the Department of Education, the Department of Labor and Industrial Relations, and the University of Hawaii work with the Legislative Reference Bureau in the conduct of this study, and provide data for the study as requested by the Legislative Reference Bureau; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be forwarded to the Director of the Legislative Reference Bureau, the Superintendent of Public Instruction, the Director of Labor and Industrial Relations, and the President of the University of Hawaii.

APPENDIX C

SENATE CONCURRENT RESOLUTION NO. 43

106

Senate Concurrent Resolution No. 43

THE FOURTH LEGISLATURE OF THE

STATE OF HAWAII

THE SENATE

Concurrent Resolution

A COORDINATING COMMITTEE OF THE BOARD OF EDUCATION AND THE BOARD OF REGENTS OF THE UNIVERSITY OF HAWAII TO DEVELOP A COMPREHENSIVE STATE MASTER PLAN FOR VOCATIONAL EDUCATION IN CLOSE CONSULTATION WITH THE COMMISSION ON MANPOWER AND FULL EMPLOYMENT AND OTHER AGENCIES.

Presented APRIL 25, 1967

Senator NELSON K. DOI

LARRY N. KURIYAMA, PERCY K. MIRIKITANI, WILLIAM E. FERNANDES, JOHN J. HULTEN, DONALD D. H. CHING, WILLIAM H. HILL, D. G. ANDERSON, WALTER M. HEEN, TOSHIO ANSAI, WEBLEY EDWARDS, JAMES K. CLARK, SAKAE TAKAHASHI, VINCENT H. YANO, DUKE T. KAWASAKI, JOHN T. USHIJIMA, JOHN C. LANHAM, HEBDEN PORTEUS

MEMO:

APRIL 25, 1967: ADOPTED (SENATE)
APRIL 28, 1967: ADOPTED (HOUSE)

Seichi Hirai
Clerk of the Senate

APPENDIX D

ACT 39

103

A Bill for an Act Relating to Establishing a System of Community Colleges, and Amending Chapter 44 of the Revised Laws of Hawaii 1955, as Amended.

Be it Enacted by the Legislature of the State of Hawaii:

SECTION 1. This Act is hereby declared to be an urgency measure deemed necessary in the public interest within the meaning of section 11 of Article III of the Constitution of the State of Hawaii.

The following is a statement of the facts constituting such urgency:

Increases both in the number of students graduating from high schools in Hawaii as well as in the proportion of graduates desiring to continue their education indicate the need for an expansion of higher education facilities in the State. Recent statistics reveal that about one-third of seniors in the upper two-fifths of their graduating classes did not go on to college and some did not undertake any kind of educational program beyond high school. Technological changes affecting commerce and industry require facilities for the retraining of adults. It is imperative, therefore, that legislation be enacted to establish a statewide higher education system which provides for the creation of community colleges, offering college parallel, technical, and vocational education, in different parts of the State so as to make higher education facilities more readily available to a greater number of high school graduates as well as to the community in general. The needs and demands for such facilities are pressing.

Federal funds to aid in the establishment of community colleges and post-high school vocational education facilities in the various states are now available through the Higher Education Facilities Act of 1963 (P.L. 88-204) and the Vocational Education Act of 1963 (P.L. 88-210). In order to make prudent use of such funds, determination should now be made as to the nature, scope, and organization of Hawaii's post-high school and higher education facilities. Effective planning for the establishment of such a system requires time, and such planning must commence immediately.

SECTION 2. Purpose. The purpose of this Act is to authorize the board of regents of the University of Hawaii to create community colleges (except on the island of Hawaii), and to provide for the inclusion of the technical schools of the department of education in such community colleges as they are planned and established.

SECTION 3. Chapter 44 of the Revised Laws of Hawaii 1955, as amended, is hereby further amended by adding thereto a new part, to be numbered by the Revisor of Statutes, and to read as follows:

"PART COMMUNITY COLLEGES

Sec. 44-. . System of community colleges. The board of regents of the University of Hawaii shall develop and administer a system of community colleges.

The purposes of community colleges shall be to provide two-year college transfer and general education programs, semi-professional, technical, vocational, and continuing

education programs, and such other educational programs and services as are appropriate to such institutions.

Sec. 44-. . Powers of board. The board shall have authority to establish and govern community colleges. It shall have the same powers with respect to the community colleges that it has as to the University of Hawaii in general.

Sec. 44-. . Exclusion of island of Hawaii. No community college shall be established on the island of Hawaii nor shall the University of Hawaii assume responsibility for public technical education programs now conducted by the department of education on the island of Hawaii."

SECTION 4. The transfer of the public technical education programs beyond the twelfth grade level from the department of education to the University of Hawaii shall be accomplished in accordance with plans to be prepared by the board of regents and approved by the governor. Transfers of programs, which may be in part or in whole, shall be by executive order of the governor.

The board of regents of the University of Hawaii shall be responsible for determining the officers and employees, facilities, improvements, records, equipment, files, supplies, contracts, books, papers, documents, maps, appropriations and other property to be transferred from the department of education to the University of Hawaii upon the transfer of programs provided for in this Act.

SECTION 5. All officers and employees whose programs are transferred by this Act shall be transferred with their programs to the University of Hawaii and shall continue to perform their regular duties upon their transfer.

No employee of the State having tenure shall suffer any loss of salary, seniority, prior service credit, vacation, sick leave or other employee benefit or privilege as a consequence of this Act; provided that subsequent changes in status may be made pursuant to the laws of the State and the provisions of this Act.

SECTION 6. Upon the transfer of programs as provided by this Act, all facilities, improvements, records, equipment, files, supplies, contracts, books, papers, documents, maps, appropriations, and other property theretofore made, used, acquired or held by the department of education and designated by the University of Hawaii as provided in section 4 of this Act shall be transferred to the University of Hawaii.

SECTION 7. All laws or parts of laws heretofore enacted which are in conflict with the provisions of this Act are hereby amended to conform herewith.

SECTION 8. This Act shall be liberally construed in order to accomplish the purposes of this Act. Any portion of this Act judicially declared to be invalid shall not affect the remaining portions.

SECTION 9. This Act shall take effect upon its approval.

(Approved April 23, 1964.) **H.B. 257.**

APPENDIX E

ACT 71

111

A Bill for an Act Relating to Vocational Education.

Be It Enacted by the Legislature of the State of Hawaii:

SECTION 1. This Act is hereby declared to be an urgency measure deemed necessary in the public interest within the meaning of section 11 of Article III of the Constitution of the State of Hawaii.

The following is a statement of the facts constituting such urgency:

Senate Concurrent Resolution No. 43 of the 1967 General Session requested the University of Hawaii, the Department of Education and the Commission on Manpower and Full Employment to develop a comprehensive master plan for vocational education in Hawaii. After much thought and study by knowledgeable citizens and in compliance with the concurrent resolution, a publication entitled: *A State Master Plan for Vocational Education,* was transmitted to the Fourth State Legislature, Budget Session of 1968. Among the recommendations made in the report are the following: (1) that the board of regents be designated as the board of vocational education; (2) that an official coordinating advisory council be established; and (3) that the administration of the training portion of the Manpower Development and Training Act, presently administered by the Department of Education, be transferred to the community college system. The recommendations were made to improve vocational education and training and it is urgent and in the public interest that the structural and functional recommendations be implemented at the earliest time.

SECTION 2. **Declaration of purpose.** The purpose of this Act is to effect certain changes in the jurisdiction with respect to and administration of vocational education in Hawaii. This is a reorganization not intended to diminish the existing vocational education training programs but a reorganization to serve as a means of improving such programs and of achieving meaningful articulation of the secondary level vocational education and the community college system.

SECTION 3. Sections 42-20, 42-21, 42-22, and 42-25, Revised Laws of Hawaii 1955, are repealed in their entirety.

SECTION 4. Chapter 44 of the Revised Laws of Hawaii 1955 is amended by adding thereto the following sections:

"Sec. 44- . **Acceptance of federal aid.** The State accepts, together with the benefits of all respective funds appropriated thereby, all of the provisions of the Act of Congress approved February 23, 1917, entitled: "An Act to provide for the promotion of vocational education; to provide for cooperation with the states in the promotion of such education in agriculture, trade and industries; to provide for the cooperation of the States in the preparation of teachers of vocational subject; and to appropriate money and regulate its expenditure" and any acts which amend or supplement the Act.

Sec. 44- . **State board for vocational education.** The board of regents of the University of Hawaii is designated as the state board for vocational education. The

chairman of the board of regents is designated as the chairman of the board for vocational education and the president of the University of Hawaii, its administrative officer.

Sec. 44- . **Board's power and authority.** The board may cooperate with the United States Department of Health, Education and Welfare in the administration of the provisions of the Acts of Congress mentioned in section 44- , and do all things necessary to entitle the State to receive the benefits of each of the respective funds appropriated by such Acts; represent the State in any and all matters arising out of or connected with the administration of such Acts of Congress insofar as the same shall apply to the State; represent the State in any or all matters in reference to the expenditure, distribution, and disbursements of moneys received from such acts; designate such colleges, schools, departments or classes as may be entitled to participate in the benefits of moneys received from the appropriations made in such Acts as in its judgment and discretion will best subserve the interests of vocational education in the State and carry out the spirit, purposes, and provisions of such Acts of Congress; establish and determine by general regulations, the qualifications to be possessed by persons teaching agricultural, trade, industrial, and home economics subjects in the colleges or schools coming under the provisions of such Acts of Congress in the State; and enforce rules and regulations concerning the granting of certificates and licenses to such teachers and to certificate such teachers. The board may delegate some of its responsibilities relating to the establishment of qualifications for and certification or licensing of vocational teachers. The board shall make an annual report to the governor describing the conditions and progress of vocational education during the year and include therein an itemized statement showing the receipts and expenditures of all moneys used in connection with such education.

Sec. 44- . **Vocational education coordinating advisory council.** There is established a vocational education coordinating advisory council which shall serve in an advisory capacity to the board of regents. The council shall consist of eleven members, nine appointed and two ex officio voting members. Of the nine appointed members, three shall be appointed from the board of regents of the University of Hawaii by the chairman of that body, three shall be appointed from the board of education by the chairman of the body, and three shall be appointed from the state commission on manpower and full employment by the chairman of that body. Of the three members appointed from the commission on manpower and full employment, one member shall represent management, one member shall represent labor, and the third shall represent the public. Of the two ex officio members one shall be the vice president for community colleges and the other shall be the superintendent of education.

Of the three members first appointed by each appointing authority, other than the chairman of the board of education, one shall be appointed for two years, one shall be appointed for three years, and one shall be appointed for four years. In the case of the members appointed from the board of education, the terms of such members shall be for their remaining terms as members of the board of education. Upon the expiration of the terms of the first members, their successors shall serve for a term of four years. Vacancies shall be filled by the appropriate appointing authority for the unexpired term.

The council shall elect a chairman and such other officers as it deems necessary. Section 7-26 shall apply. The members of the council shall serve without pay but shall be entitled to their traveling expenses within the State when attending meetings of the council or when actually engaged in business relating to the work of the council."

SECTION 5. Section 2 of Act 11, Session Laws of Hawaii 1964, as amended by Act 23, Session Laws of Hawaii 1965, is amended to read as follows:

"Section 2. The Department of Labor and Industrial Relations and the University of Hawaii are authorized to participate in the Manpower Development and Training Act of 1962, as amended, by providing from funds appropriated by the legislature for such purpose, in accordance with and to the extent required by the Federal Act, amounts necessary to match the amounts expended by the United States Treasury."

SECTION 6. The University of Hawaii shall succeed to all of the rights, powers, records, equipment, appropriation, or other property, and all of the duties and obligations incurred by the department of education in the exercise of the functions transferred by section 4 of this Act, whether such powers, duties, records, equipment, appropriation, other property or obligations are mentioned in or granted by any law, contract, or other document. All references in any such law, contract, or document to the Department of Education in connection with the function transferred under section 4 of this Act shall apply to the University of Hawaii as if it were specifically named in such law, contract, or document in place of the Department of Education.

All officers and employees whose functions are transferred by this Act shall be transferred with their functions to the University of Hawaii and shall continue to perform their regular duties upon the transfer. No employee of the State shall suffer any loss of salary, seniority, prior service credit, vacation, sick leave, or other employee benefit or privilege as a consequence of this Act.

SECTION 7. This Act shall take effect upon its approval.
(Approved May 10, 1968)

APPENDIX F

ACT 170

A Bill for an Act Relating to Manpower and Full Employment.

Be It Enacted by the Legislature of the State of Hawaii:

SECTION 1 Section 202-1, Hawaii Revised Statutes, is amended to read as follows:

"Sec. 202-1 Commission; appointment; tenure. The State manpower advisory committee established by the governor, July, 1963, is hereby constituted as the advisory commission on manpower and full employment. The commissioners shall be appointed as provided for in section 26-34. The governor shall appoint the chairman of the commission. The commission shall be composed of not less than 12 members and not more than 18 members. The members shall be selected on the basis of their interest in and knowledge of the interrelations amongst the technological, economic, and social systems and on the basis of their ability to contribute to solution of difficulties arising from the new techniques and the proliferation of manpower problems including the problems of the hard to employ. The members of the advisory commission shall represent labor, management, agriculture, education, training, and the public in general. The commission shall also fulfill the advisory functions specified by federal laws relating to vocational education and shall be constituted so it shall comply in all respects with the membership provisions for the State advisory council on vocational education required by the Federal Vocational Act of 1963, as amended by P. L. 90-576 and as it may be further amended from time to time. The members shall serve without compensation but shall be paid per diem and travel expenses when attending meetings of the commission."

SECTION 2. Section 202-2, Hawaii Revised Statutes, is amended to read as follows:

"Sec. 202-2 Duties of commission. The advisory commission on manpower and full employment shall:

(1) Identify and assess the past effects and the current and prospective role and pace of technological change;

(2) Identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next ten years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the State's economy, manpower, communities, families, social structure, and human values;

(3) Define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed;

(4) Recommend specific administrative and legislative steps which it believes should be taken by the State government in meeting its responsibilities (A) to promote occupational training and skill development programs appropriate to the State's needs and resources, (B) to encourage a program of useful research

into the State's manpower requirements, development, and utilization, (C) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (D) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and insure full employment, and (E) to explore and evaluate various methods of sharing the cost of preventing and alleviating the adverse impact of change on displaced workers;

(5) Create public awareness and understanding of the problems and potentials of the new technologies;

(6) Submit an annual report with recommendations to the governor and the legislature;

(7) Be the responsible body for planning, reviewing and evaluating all State and federal manpower programs; and

(8) Prepare and submit to the governor, an annual comprehensive statewide manpower plan."

SECTION 3. Section 202-5, Hawaii Revised Statutes, is amended to read as follows:

"**Sec. 202-5 Organizational relationships.** The advisory commission on manpower and full employment is placed within the office of the governor and shall act in an advisory capacity to the governor."

SECTION 4. Section 202-6, Hawaii Revised Statutes, is amended to read as follows:

"**Sec. 202-6 Interagency Committee.** There shall be a state interagency committee consisting of the governor's administrative director, the heads of the departments of agriculture, education, social services, labor and industrial relations, planning and economic development, health, personnel services, the directors of the Hawaii office of economic opportunity law enforcement and juvenile delinquency agency, commission on aging, the executive officer of the State vocational education coordinating committee, the executive secretary of the commission on children and youth, and the president of the university of Hawaii or his designated representative, and others, as may be indicated. The interagency committee shall advise the advisory commission on manpower and full employment, maintain effective liaison with the resources of such departments and agencies, and coordinate their plans, policies, and actions that bear on comprehensive manpower planning and implementation of programs."

SECTION 5. The secretariat of the State cooperative manpower study plan system committee (C.A.M.P.S.) is hereby transferred to the advisory commission on manpower and full employment. The staff of the secretariat shall be a responsibility of and report to the commission.

SECTION 6. Statutory material to be repealed is bracketed. New material is underscored. In printing this Act, the revisor of statutes need not include the brackets, the bracketed material, or the underscoring.*

SECTION 7. This Act shall take effect on July 1, 1970.

(Approved June 29, 1970.)

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*Edited accordingly

APPENDIX G

TEACHER PREPARATION

Teacher Preparation

There is comparatively little written about the preparation of vocational teachers in the state of Hawaii. This may be due to the fact that, except for a brief period in the late '60s and early '70s, there has never been much of a capability supported in the preparation of vocational educators either at the secondary or postsecondary levels. The remembrances of Professors Poyzer (Poyzer, 1965) and Zane (Zane, 1965) are consistent with this view. Most preparation has either taken place in colleges and universities on the mainland or has been done at the College of Education at the University of Hawaii at Manoa using visiting instructors from large, diverse mainland universities. At the present time the University of Hawaii does not have any full-time professors of vocational education. It has a coordinator of vocational training which arranges for visiting professors as the "need exists." The rationale for this arrangement is that the demand is insufficient and too subject to fluctuations to justify employing professors of education that are content specialists in vocational subjects. Instruction in a given content area is not always possible and post graduate programs are largely impractical.

There are several essays and scholarly works on the general topic of teacher preparation. Many deal with very specific subject matter which have little bearing on the focus of this paper. One of the best of the general overviews was prepared by Robert Potter (Potter, 1986) of the University of Hawaii. It was done in 1986 but as of that date it is still quite relevant and makes for interesting reading. His overview covers the period of the early monarchy to the period of the paper's preparation. Teachers in the period of the late monarchy were prepared in accordance with the track system they were expected to teach. According to Potter there were three tracks: (1) "independent" for haole or

Caucasian children, (2) "select" schools taught in English, and (3) schools that used the native vernacular.

Potter is implicitly critical of a Canadian educated administrator, who was very influential in forming educational policy at the turn of the century and for a period of 20 years thereafter. In a speech to the Young Men's Research Club in 1898, Edgar Wood is alleged to have said that native Hawaiians had only reached the "farming plane" in cultural development, and that "it would be perfectly natural and best for them to turn to tilling the soil" rather than pursuing other economic aspirations. This rather condescending observation was to have vocational implications. In the same year as the address, he introduced agricultural and industrial training to the school at which he presided as principal. This was the old Honolulu High School which was ultimately to become McKinley High School. It is assumed that the teachers in these vocational subjects were either trained artisans or persons with some knowledge of pedagogy that approached these occupational subjects out of an essentially vocational interest. Little exists to indicate the preparation of teachers in these subjects.

Superintendent Winfred Babbitt in 1906 complained that low teaching salaries made it difficult to retain teachers in employment. One would assume that teachers, with established occupational records in other areas, would be even more difficult to retain if other opportunities in the private sector presented themselves. This is certainly still true today.

Luminaries such as John Dewey visited the islands to provide a kind of inservice training for educators. Dewey made his visit in 1900. Hawaii has never been at a loss to attract "expert consultants."

Educational administrators continued to bemoan the lack of English language proficiency among teachers of all subjects in the 1920s. Their criticism

of the English language proficiency of the student population is even more pronounced. These criticisms are still heard today in the almost non-stop controversy over the use of English Pidgin by public school students and arguments over the ultimate wisdom of Hawaiian immersion schools.

APPENDIX H

APPRENTICESHIP IN HAWAII

Apprenticeship in Hawaii

The United States has always had a sneaking admiration for European style apprenticeship programs. In fact, it was the perceived inadequacy of American occupational training that led to the passage of the Smith-Hughes Act of 1917. As recently as 1994, the "School-to-Work" initiative was originally titled the Youth Apprenticeship Act by the Clinton administration. However, our aversion to making preadolescents and adolescents make far reaching career decisions, based essentially on their socio-economic status has always made educators shy away from "youth apprenticeships" in the pure European tradition. The infamous "Eleven Plus Exam" used in Great Britain and the equally cruel exams used in France and Germany to decide the fate of comparatively young people have been deemed unacceptable in the egalitarian United States. This aversion may be declining due to the increased reliance of instruments like the Scholastic Aptitude Test, the American Council of Testing instruments, and other allegedly "objective" devices designed to overcome "grade inflation" and varying regional academic standards at the high school level. It has also become fashionable to deride the "general education curriculum" as not meeting the needs of the "neglected majority."

However, "adult" apprenticeships have always been considered acceptable. They are primarily used in the high paying "construction" industry. The average age of someone indentured into the system is now considered to be 26 although figures are imprecise and tend to change annually.

Hawaii's first Apprenticeship Law was approved in 1941 during a special session of the Territorial Legislature. This law directed the Governor to appoint six members to an Apprenticeship Council. The membership was to be evenly divided between organized labor and management (Apprenticeship Through the

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